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1980 Intermountain Outdoor Symposium

May 14 - 16, 1980

Butte, Montana

**Sponsored by the Montana Department of Fish, Wildlife and Parks
Conservation Education Division**

Coordinator:

**M. Ann Miller,
Information Services Bureau Chief**

Dr. Robert F. Wambach, Director

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Acknowledgements

One of the most challenging ventures a public affairs officer with a conservation agency can become involved with is that of sponsoring an "issue-oriented" symposium that deals with matters of relevance to the regional and national resource management arena.

Some of the most challenging western resource issues today revolve around energy impacts--especially as they affect air, water, land use, social values and regional/national management policies.

But perhaps the biggest challenges associated with the pressures of development or change revolve around public participation and communication.

The goal of the Intermountain Outdoor Symposium was to bring together key government leaders, industry spokesmen and journalists to debate the pressing natural resource issues of our time, to encourage open, free debate beyond the symposium and to seek ways for journalists to do a better job of providing the information the public will need to deal with the future in the West.

Energy development issues, water issues, the Sagebrush Rebellion, the media's advantages and shortcomings, the future of the noble tradition of hunting, controversial animal damage control policies and a wide variety of issues related to the western way-of-life fill the following pages. These issues are the news that will be coming out of the West in the next decade.

I must take this opportunity to point out that this phenomenon, the 1980 IOS, would never have happened as it did without the support of our director, Dr. Robert F. Wambach. His dedication to conservation and public participation, to free, intellectual debate from all sides of an issue plus his knowledge and expertise as a national conservation leader were the backbone of the 1980 IOS.

In addition to the support Dr. Wambach offered, the 1980 IOS could never have materialized as a sideline to my regular professional responsibilities to the Fish, Wildlife and Parks Department without the tireless dedication of Faye Moore, the chief secretary to my bureau and the Conservation Education Division.

Many air fares, room arrangements and the 400th change in the agenda would never have materialized had she not given 100 percent in addition to her regular duties.

Steve Bayless, the administrator of the Conservation Education Division, deserves special thanks for understanding the need for the IOS and putting up with the demands it placed on me.

I also would like to thank the bookkeepers who not only kept tabs on the financial aspects of such an endeavor, but watch-dogged the

And, the next characters I want to thank already have unique reputations in the West as, shall we say outspoken professional communicators who are dedicated to making journalists, outdoor writers and agency public affairs officers more accountable to the publics they serve. Bill Brown, Wyoming Game and Fish Information Chief; Jim Zumbo, Western Field Editor for OUTDOOR LIFE and Malin Foster, Managing Editor of the Logan, Utah Herald were instrumental in the development and success of the 1980 IOS for several reasons.

First of all, Bill Brown brought the initial IOS to Jackson Hole, Wyoming last year. And, during the hectic days of planning and organizing this event they kept reminding me of the value and importance of carrying on the IOS tradition because of the resources we are dedicated to manage in a rational, professional fashion and more importantly, the public's need to understand the ramifications of such management.

M. ANN MILLER

The Impacts of Energy Development

Alvin Josephy, Jr.

Keynote

DON PEOPLES: I am delighted this morning to have a chance to introduce your keynote speaker. He lives in Connecticut during the winter but spends the summer in northeastern Oregon. He's a former editor of American Heritage Magazine and is now a director and senior consultant with American Heritage Publishing Company. He has authored and written a number of books and articles on American Indians, political history, the history of the West and the current day western environmental conservation subjects. Among the books that he has authored are the Indian Heritage of America, The Patriots Chiefs and recently, On The Hill. The biography that goes with your speaker is a long and impressive one, and I am looking forward to hearing Butte his keynote address. It gives me a great deal of pleasure to introduce to you, Alvin M. Josephy, Jr., as your keynote speaker this morning. Mr. Josephy.

ALVIN JOSEPHY: Hi folks. It's a very great pleasure for me to be back in Butte. I come back here every-so-often. I go back to when I think Butte had the greatest restaurant west of Chicago, the Rocky Mountain Cafe. I don't know what happened to it, but it sure was a wonderful landmark here about 25 years ago, anyway. And also all the mines were then underground. But I know that Butte is one of the real great centers of the West and it's always very pleasant for me to be here.

I would like to begin this morning by telling you a story about another part of the United States. Some years ago in the 1950's the U.S. Army Corps of Engineers wanted to build a large earthen-fill flood control dam on the Allegheny River, along the border of New York and Pennsylvania. It so happened that the reservoir that the dam would create would flood approximately one-half of the Allegheny Reservation of the Seneca Indians, taking not only their best farm lands along the river valley, but good hunting grounds and the bulk of their homes and ancient cemeteries, where their ancestors and many of their most revered patriot leaders were buried. The engineers' plans drew many protests, not only from the Seneca and other Indians around the country, but from many non-Indians, particularly because the Corps' action was going to violate our country's then oldest existing treaty. One that had been made by President George Washington with the Senecas in 1794, guaranteeing them that no one would ever take any of the reservation land without the approval of the tribe. Because of the nation's interest in what was happening.

I visited the dam site and the reservation several times to write a story for a national magazine, and I will never forget my first visit. Now understand if you can that the New York and Pennsylvania areas around the reservation were generally like any partly rural, partly urban region of the East. I drove through very familiar non-Indian countryside, an area actually where oil had been discovered 100 years before where the oil industry had first been developed in this country, and where it is still in evidence, though in today's terms it is relatively small.

"Where population is sparse, there is space. There is also less political muscle to offer opposition, and there are also fewer people to be adversely affected by such things as MX missile installations and atomic and toxic materials dumps."



The terrain and landscape showed a century of use, a city, many smaller towns, plants and factories, including the home of the Zippo lighter, numerous farms and farm homes, roadside garages, restaurants, antique shops, trailer courts, supermarkets and so-forth. As I neared the reservation, I began to wonder what the Indians would be like, for it suddenly occurred to me that the Senecas, unlike most other tribes, particularly in the West, had literally been engulfed by non-Indians soon after the American Revolution and had been living smack-dab in the middle of our own culture for more than 150 years.

Would their reservation look any different from the rest of the countryside? Well I got my answer in a few moments. So abruptly that I'll never forget it, everything changed. As if a line had been drawn, I suddenly entered what seemed to be an almost untouched eastern wilderness. All the usual signs of the full use of the earth's surface vanished. The cleared lands and trim farms with just a few trees standing here and there, the homes with manicured lawns, the billboards and road signs, the symbols of busy American commerce and industry, all were suddenly gone. I drove through dense stands of hardwoods, broken just here and there by natural openings, and yet it was inhabited land. Every so often I caught glimpses of small dirt roads, leading to solitary homes, many of them standing close to the Allegheny River, or to a stream that emptied into the bigger river. These were the homes of the Senecas. Well, to make my story short, the engineers were able to break the treaty and fill the dam. Against their will, and not without tears and a little passive resistance, the Senecas were forced out of their homes in the woods and into two, planned cult clusters of development like ranch houses, each with large picture windows that looked out on each other.

For generations they had had individual privacy and freedom. They had been able to hunt and fish within sight and sound of their homes because they had lived as one with nature and had not disturbed it. They had had no fuel bills because they had all the firewood they had needed. Now they were living on top of each other, in very poorly

constructed mass housing, forced to keep up lawns or let them go to weed and given electric heat and fuel bills, as well as appliances which they could not financially maintain. On top of it, they had been separated from the natural world of which they had been a part. Their former homes had been burned and the woods and streams in which they had hunted and fished, were under the waters of the reservoir.

The Army engineers, the governor of Pennsylvania and many non-Indians in and out of government, tried to convince the Senecas not only that the flood control dam and the reservoir were progress, but that their own change of living was also progress. They had moved upward in the world. They were living, they were told, in full modern ranch houses that many white people would envy. No longer were they living like poor people in the woods. They should be happy. And besides, as so many non-Indians, including the engineers said again and again at the time, the Senecas had been wasteful. They had wasted good land. They had not used it for big productive farms, for housing developments or for industry. Why should anyone feel sorry for them?

Now in recent years I have heard the same kind of remarks made by city people in the East about the American West. Even if they know some of the realities of the productive use of land, water and other natural resources in the West, they tend to dismiss it. They know that westerners raise cattle and sheep, that the forests and mountains produce timber and all kinds of minerals for the consumer goods on which they depend, that Idaho sends them potatoes and Washington sends them apples. But all of that disappears in the bigger image of emptiness of unused and wasted land. They get that image from movies and television programs and from flying across the country at 39,000 feet altitude in 747's. Down below, on the whole, is nothing. Just an occasional road or a solitary twinkling light in the darkness of the night. Of course there are cities here and there, and there is quite a little hyperbole in the making of my point. But demographics statistics are on their side.

The intermountain West, by and large, is still relatively sparsely populated, which on the one hand reflects an absence of intensive industrial exploitation, and on the other hand, at this moment in history, signals immortal danger to the West, as it has existed. The reason is obvious. As we catapult forward in an age of accelerating technology and expanding demands and needs, our country is looking for places to put things and to do things that will have adverse impacts on the quality of life. Where population is sparse, there is space. There is also less political muscle to offer opposition, and there are also fewer people to be adversely affected by such things as MX missile installations, 2000 megawatt power plants, coal gasification and liquefaction complexes and atomic and toxic materials waste dumps.

But that is only part of the scenario in the simpler days of the youth of our republic, was that we would be a nation of husbandmen. That dream faded from most of the East even before Jefferson died. It has since proved unrealistic in most of the country. But in many parts of the West, in somewhat modified form, Jefferson's dream has been permitted to thrive. At least until now. Where life is still based, by and large, on a ranching-farming economy, much of the heritage and many of the visions of our founding fathers are still strong.

Here in the intermountain West more than anywhere else in our country, one may still find adherence to the old verities and values, to individualism and self-reliance and self-confidence, and yes to the frontier brand of patriotism and humility, both of which come from the love of the land and respect for nature. But the ranching-farming economy has done more. It has maintained for the West what the rest of the nation has lost. It has provided a measure of personal freedom and independence hard to find anywhere else today. It has provided the atmosphere for expanse of friendliness and cooperation. For a gracious quality of life and for the enjoyment of nature and the outdoors in daily existence. It continues to permit humans to test themselves against nature and the elements, to find comfort and spiritual regeneration in the privacy of the natural world, and to acquire the strengths and ideals of the pioneers who built this country. That West still exists. Not everywhere in the west, but in many places. It is still understood and cherished by many who have lived in the West for generations. And by many who have come recently and are still coming, to share in those benefits and blessings.

That image of the West, still real, has a great lure to people in the cities, who are living elbow to elbow, separated from the earth by concrete and beset by all the modern-day ills of a city. And on the other side of the coin, they are welcome by certain westerners, by the developers and boosters, the supporters of growth, industry, more jobs, bigger payrolls, more people with more money to spend. In that regard, the West is no different from the rest of the country. Like every other region, it has the right to try to get what it wants. The question, however, will it get what it wants and does know what it wants?

Taking the last question first, I would like to ask, is the West a willing and ready partner to the changing of the foundation of its life, from a ranching-farming economy to an industrial economy? This is not an academic question. The islands of such change are beginning to appear on the map. They will multiply and expand an area faster and faster. They will be linked by new roads and railroads, transmission lines, pipelines and slurry lines. They will mushroom into service centers and become urbanized with core populations, whose impacts will be felt in increasingly wide radiating circles that will affect the land, the water, the wildlife and everything that grows. What the West now is will inevitably disappear, to be replaced by a new way of life, powered and controlled by new people. One may say that it will not happen everywhere, just in islands here and there. A new dam will be built here. A new power plant over there. A housing development up yonder. A new city in that other county, not mine. And a ski resort next to a wilderness that I never go to.

Well maybe. But the signs point otherwise. One example is worth noting. The Bureau of Reclamation was created to serve the agricultural economy of the West. For almost 80 years its clients have been farmers and ranchers and its job was to make water available to farmers and ranchers. But no more. It has read the future and has added new and more important clients. Its job now is to supply water to industry and it is even taking water from farmers to make it available to industry. And its name. It's not the Bureau of Reclamation anymore. It's the Water and Power Resources Service.

Now I revert to the first question. Will the West get what it wants? From an historical point of view, it is well to recognize that in many ways the West has filled the classic role of a colony. It produced raw material for the rest of the country and bought the manufactured goods that the rest of the country produced. The wealth flowed out to the rest of the country. And most importantly, it was dependent on controls and decisions made for it and imposed upon it by other parts of the country. It fought back through populous movements but it was not until after World War II that it began to break its dependency, and exert control over its own affairs. Now we see what could become a serious reversion to colonial status, brought about this time by the energy crisis. Not only is the west to become industrialized by filling the role of energy supplier to the nation, but the meaningful decisions in that process, could well be made with little input by the people who will be most affected. Certainly those decisions will stem in large measure from the federal government. But also from board rooms of multi-national corporations, not only in the United States but overseas, and by many people who have never set foot in the West.

I am really wrong in using the future tense. The decision making by the public and private sectors outside of the West on energy development in the West, has been going on for almost a decade and is growing in intensity every month. For a long time, environmentalists were not a very welcome breed in large parts of the West. To an extent that is still true. But today in Montana and elsewhere environmentalists and landowners have found a commonality of interest and have worked together to secure an input for westerners in the decision making processes dealing with energy developments. Their fight of course, joins together, as I believe it should, the interests of the ranching-farming economy and everything that that economy sustains, ranging from pure air and clean water to the integrity of the forest watersheds, the fishing streams and wildlife habitat and the various zones of outdoor life, from the national parks and forests to the wilderness areas, wild rivers and preserves. But in the face of the deepening energy crisis, it seems evident the future may not be on their side and that decisions will be made by the federal government through such mechanisms as the Energy Mobilization Act and by corporation directors and managers in such places as New York, Stanford, Connecticut, Philadelphia, Pittsburgh, Houston, Paris, Frankfurt, Johannesburg and wherever.

In your discussions you' will be getting into specifics and will be dwelling on short-range and long-range changes and threats facing this part of America. I don't mean to invade areas that will be taken by people here who have far more knowledge, background and expertise than I do, but I would like to touch lightly on a few of the forces in developments, whose thrust and substance are no longer iffy, but are already being felt.

The first is to me the most basic. The future of farming and ranching in the West and all I can do is pose questions that are becoming more pressing every day. Are livestock raisers losing range, and if so how serious is it? Is urban sprawl in the West becoming serious for farmers and ranchers? What threats do they face from the industrial

purchase of water rights and from the destruction of aquifers by industry? Can they protect their lands from the impacts of industry, including pollution and the needs of energy developments? Questions like these are real and living in various parts of the West already, including, but not limited to the Four Corners area of the southwest, the upper Green River in Wyoming, the Gillette, Sheridan and Colstrip areas, Tongue River and soforth. Asking those questions of course, is directly related to a concern for the future of the outdoors and the West. For my point is that as the farming and ranching economy goes, so goes the outdoors, or the outdoor life that is equated with the West. And that leads to a second point that interests me, namely the impacts that the expanding energy industry and its support elements, as well as all other types of large scale development that now face the West, will have on those current assets and virtues that we can lump together as recreation opportunities: fishing and hunting, pack trips, river running, the wilderness experience, visiting wildlife preserves, mountain climbing and tourism.

A few years ago an environmental impact statement prepared in connection with the proposal to build the Mammoth Kaparowitz Coal-Fired Power Plant in southern Utah, included a good blueprint of what would undoubtedly happen in that area, which was an unspoiled outdoorsman's paradise. A large new town was going to be built in the middle of what was a very sparsely populated, even wild and extremely scenic area. Population was going to zoom and many new roads were going to be built. In short order, it was expected that people would be exploring and adventuring in off-road vehicles all over the place, that the delicately balanced ecosystems would be disrupted and destroyed, that all manners of pollution and degradation would affect the scenic values of the area and that an immediate increase in hunting and fishing demands would very quickly end hunting and fishing because the animals and the fish would be gone. The outfitter, the boatman, the providers of recreation in the West are all very unique and important elements in western life and to a large extent their fate is limited to that of the rancher and farmer, and to the maintenance of a status quo in which outdoor values are preserved and conserved as far as is reasonably possible. The building of dams affects them--as anyone can vouch for who sat in hearings for the building of low dams on Snake River and heard Idaho Power's promises to safeguard the salmon, cutthroat and sturgeon in that river, one of the last great stretches of unspoiled waterway in America, full of historic, archaeological and scenic values is the wild Missouri between Fort Benton and Fort Peck. It's a miracle that it hasn't already been dammed, but now I am told that the miracle may end. You can multiply the inroads that have already been made...the changes that growth, development and so-called progress have brought to many areas of the West in the last two decades. I'm not only talking about the impacts on the base of farming and ranching, but also the enjoyment of the outdoors.

Even so, this is just a microcosm of what could come in a massive assault by the energy industry in the next two decades. With the help of the Department of Energy and its authority under the Energy Mobilization Act, no forest, no preserve, no river--neither the Bob Marshall Wilderness nor the Chinese Wall itself here in Montana for example--would be protected if some energy conglomerate or the defense department found

pressing need for their use. This is not idle speculation either. The majestic backhills of South Dakota are already the target of uranium mining operations that could poison the region and end it as one of the top centers of tourism in this country. One of the greatest elk hunting areas of the Northwest and certainly one of the country's most beautiful regions--often called little Switzerland, Walla Walla County in northeastern Oregon--is now trying to figure out how to cope with the huge lignite strip mine and possible mine mouth power plant proposed by Utah International that would devastate the beauty, hunting and other recreational assets of the region.

My point here is that throughout the West dozens of majestic natural wonderlands, like part of Montana's Sarpy Creek country, are already over the hill on the drawing boards for intensive industrialization. Gone. Scores of more are in the process of going. And hundreds more from the Canadian border to the Mexican border, plains, valleys, holes, canyons, bottom lands, mountain slopes, mountain tops, rivers, desert flats and desert lakes will be going. I don't have to remind you of the plans for the MX missile sites across a good part of Utah and Nevada.

My third and final point deals with protection. It is my opinion, and I am sure that most of you share it, that our nation is in danger. That we must try to achieve energy independence and that the rush to use the resources of the West cannot be turned aside at this stage in our history. It would seem that the goal we will all have to try to achieve is to maximize the protections and minimize degradation and despoliation. The question of how to do this should be uppermost in the various conferences and deliberations such as this one, that come to grips with what is going on and what is yet to come. One can say "Let us deal with each new intrusion on a case-by-case basis, examining what it will do, what adverse impacts it will have, and then decide how to maximize protections and minimize the harmful affects of each one." There are pluses and minuses in this approach but the chief danger, seems to me, would be one that has the tendency to overlook accumulative affects of one project and then another, and then another and so on.

The Four Corners country of the southwest is a vivid example of how, by one step at a time, a whole region is at last awakened to the fact that it has been overwhelmed by the industrialized pollution of a series of energy related developments. Little by little everything had been changing, including its air and its way of life and now it can't go back. In all honesty I do not choose to look at what is occurring as a case of heroes and villains, but in the case of each proposed development conflict inevitability ensues and until trade-offs and compromises are mutually agreed upon, until protections are maximized and adverse impacts minimized, there are bound to be the good guys and the bad.

Agencies of both the federal and the respective state governments can be among the good guys, working responsibly and responsively to limit damaging change, but often they do not do so. Even when state laws provide protections we have seen state agencies crippled by lack of funds and personnel, lack of effective enforcement procedures, lack of will or worse. Policy itself differs from state to state. Some of them positively

welcome and encourage development without adequate consideration of the consequences and without thought of necessary protections. Other states are the opposite and are well aware of the hard choices facing them. I think it is generally recognized that Montana is in the forefront of such states.

The other element in the picture are the corporations, the syndicates and the speculators. And here one must take nothing for granted. Whether we like it or not, our country was founded and built on the premise that if there is a dollar to be made there are going to be a lot of people make it and they are going to use every method possible in order to make it. Nothing has changed in that regard since the time of Alexander Hamilton and John Adams, both of whom felt that this country would be built and would become great because people would have freedom to pursue their natural human avariciousness and would be checked only when they violated a law, went to such an excess that they outraged the rest of society or when a competitor or harmed person hauled them into civil court and as a private matter made them stop what they were doing.

From the evidence so far, the rush to develop the West and to exploit its energy and other resources has been, and still is characterized too often by oldstyle robber baron and cut-and-run methods. The largest as well as the smallest corporations, together with the land and mineral speculators have so far behaved with a minimum of social responsibility. The tricks of the snake oil salesmen have been used again and again to gull or to try to gull landowners, state legislators and newspaper readers to acquire permits, leases, chunks of land, water rights, rights-of-way and favorable legislation. Information has been concealed or calculatingly distorted. There are already many grievances in the West against corporations and there will be many more. Outwardly, the major cards would seem to be held by the corporations. Anyone who resists them, who tries to make them maximize the protections and minimize adverse impacts, can be charged with crippling our attempts to solve the energy crisis, to mine and use our abundant coal, to provide employment and to strengthen the USA. Nothing is said however, about the more hobbling problems that the corporations face today. Their own lack of capital, transportation problems, the absences yet of adequate markets for their coal and the uneconomic status of coal vis-a-vis other sources of energy. Nor does one hear about the competitive importance of being able to list coal reserves and water rights even though still unused, in annual stockholders' reports. I will not belabor this point except to reiterate that the agencies and forces that are industrializing the West must be treated for what they are, and even though they must be allowed to put their marks on the land in a necessary response to the perilous situation in which our country finds itself, they must not be permitted the uncontested freedom to wreak irresponsible and wholesale damage to the West.

I began by talking about native Americans and will I close with the same subject. In this matter of guaranteeing every reasonable and possible protection and limiting destructive change, many of the Indian tribes appear now to be forging ahead of the non-Indians. Twenty-five tribes united in the Council of Energy Resource Tribes are attempting, like governments, to assert maximum control and decision making over the

development and use of the vast reserves of coal, oil, natural gas, uranium and shale oil that they own and over geothermal potentials and hydroelectric dam sites on their reservations. Becoming more and more accountable to their own people, they are engaged now not only in trying to secure fair and equitable lease and royalty payments for the resources they sell, but to make decisions for themselves on such questions as to whether to allow exploitation of the resources on their reservations. How much of them? In exactly which locations and how fast? Where roads and service establishments will be sited. How pollution will be controlled. How reclamation will be carried out. And whether or not they themselves will be the producers and marketers of the resources they own. Whether they will enter partnerships with corporations or whether they will simply be lessors. Non-Indians today may be able to take lessons from such tribes for they are facing the challenge of today and are also trying to protect their heritage. They will allow the door to open to the industrialized inroads that the energy crisis is forcing upon them, but under their strict rules and supervision, they will also do everything possible to protect everything that is dear and meaningful to them. That is cherished as their legacy that must be preserved if they and their children are to survive. Their land, their water, the air they breath, their societies and their cultures--it is a challenge to them but they think that they will succeed because they will try to make industry agree to their protective conditions. It is also a challenge to non-Indians. Among them, the future, I am afraid, is more of a question mark than among the Indians.

“National Demands for Western Resources”

Moderator: Don Bianchi, Information Officer, Montana Department of Fish, Wildlife and Parks

1. "A Challenge to Outdoor Communicators":
Dr. Robert F. Wambach, Director, Montana Department of Fish, Wildlife and Parks; President, Western Association of Fish and Wildlife Agencies
2. "The Overthrust Belt is Next-A Newspaperman's Perspective":
William Ritz, Energy Writer, Denver Post
3. "Water for Energy and Agriculture":
Hubert G. White, former president, National Water Resources Association
4. "National Energy Needs: The Impact on Western Ranchers":
Don Bailey, Forsyth, Montana
5. "How the West Has Fared, What the Future Holds":
Dorothy Bradley, Vice Chairperson, National Public Lands Advisory Council

DON BIANCHI: Our first speaker will address the topic "A Challenge to the Media.. Reporting the Real Issues." This gentleman was the dean of the Forestry School at the University of Montana at Missoula prior to 1977 when he came to work for the Montana Department of Fish, Wildlife and Parks as the director. He has been serving in that capacity for the last three plus years. With that, I would like to give you Dr. Robert F. Wambach.

"Montana can't survive if those of us who are conservationists are splintered, if we are divisive, if we are feuding among ourselves. If we don't form a coalition among all the groups that have a common interest in rural America...we are going to lose."



WAMBACH: I didn't prepare a speech for this morning and so I am just going to talk to you from my heart and tell you what I think about the natural resource issues and the challenge that we are all facing. I am assuming that everybody in this room first of all is interested in natural resources and the protection and preservation of those resources. And I am also going to assume, and I think that this is probably correct, that most of you are communicators--either from the agency side or from the media side. What I want to do is talk to you as somebody who has been intimately involved for 25 years in the promotion of the conservation movement and the protection and enhancement of our natural resources. As I am sure everybody in this room knows, I recently resigned from a position where I had some influence over the course of events.

Let me start with a couple of little stories. Now these are true-to-life stories and the purpose of these stories is to tell where my head is and what I am trying to accomplish.

It may be two years, it may be two-and-a-half years ago, I can't remember, but I was director of the Department of Fish and Game at that time--now Fish, Wildlife and Parks. I was attending a regional meeting in Denver with colleagues of mine from other western states. The primary issue at that time was the Alaska land decision, revolving around the lands in Alaska that the federal establishment is trying to divvy up among the the refuges, parks and Forest Service and trying to decide whether hunting should be allowed or not. Another two or three issues we dealt with at that time included a Supreme Court issue Montana was dealing with

regarding nonresident license fees and issues involving an international treaty dealing with migratory species, which would in effect have taken away the management prerogatives of the states. There were a variety of very substantive issues at question. And even though I was under a great deal of pressure at that time not to travel out of state, I decided that Montana had to be represented, that Montana's viewpoint had to be represented at that session. So I went to Denver to meet with my colleagues from other western states. When I arrived at that meeting, since most of the people there were old friends and acquaintances of mine they threw a party for me. I couldn't understand it. It wasn't my birthday. The meeting happened to be in July and my birthday is in September. I went into the party that night and they sat me at the head table. And after we had eaten our main course, they brought out a cake on a platter with sparklers on it. The cake was in the shape of a Mercedes. You see, my friends, my colleagues from other western states, were having a joke on me, celebrating the fact that I drive a Mercedes. It had not only been newsworthy in Montana, but hit the Washington Post and the Los Angeles Times. There were newspapers all over the West that had pictures of my Mercedes. So my colleagues, people debating substantive issues--the future of Alaska, the future of wildlife and natural resources in the West--who convened to debate a strategy, to debate an approach to these critical matters of resource issues were addressing the issue of what kind of car I drive.

Okay. It was people from other states who had been subjected to the same kinds of petty or irrelevant criticism that were having fun at my expense. At that time I did enjoy it. I thought it was great sport. If you haven't picked up on the significance of that, it's that when people were focusing on the kind of car I drive, I was professionally, and my colleagues were professionally involved in some landmark issues. What's going to happen to those 100 million acres in Alaska? What is the proper relationship between the state and the federal government? Who should manage the the wildlife resource? These were very substantive issues and I don't want elaborate on it because I could go on indefinitely, but we were meeting to discuss some very important issues. However, the issue that caught the press corps' attention and that was the subject of the party in Denver, was the "What kind of car do I drive?"

Now let me tell you another story, and then I am going end since I've only got ten or fifteen minutes. Yesterday my children came to Helena to console me since I have resigned and to carry me through what they perceive is a trauma in my life. We had a corned beef and cabbage dinner and my wife brought out the clip file that records my history as director of the Department of Fish, Wildlife and Parks. It's a big file, eight or ten inches thick that includes a couple of scrapbooks.

I found out that in three-and-a-half years I have been criticized and ridiculed for the beard that I wear, for the car that I drive, for my out-of-state travel and lots of other things. And you know, it doesn't serve my purpose to catalog all the things that I have been criticized for. In my mind, I had spent three-and-a-half years that were intended or designed to serve the natural resource, the wildlife resource and to serve the department that I headed. However, after dinner, we decided that if

that was the way history was going to record my three-and-a-half years as director of this department, it is best to dispose of it. So we lit a fire in the fireplace and we threw the scrapbooks and the clippings and the whole works in the fireplace and we opened a bottle of wine. I'd been on the wagon since last November, but I opened a bottle of wine and we burned the whole damn works because while people were talking about the kind of car I drive, the kind of beard I wear and so on, I'd been involved in a lot of important issues. For better or worse, only history will tell if I had any impact. I tried to improve relations between my department and the other sectors of the Montana economy. I tried to improve relations with landowners. I tried to establish a good rapport with other government agencies, both federal and state. I tried to do things that I thought were in the best interest of the resource, and not any of those were recorded in the press.

We've done some very significant things in the last three-and-a-half years in my department. And I don't take credit for them. I'm just saying while I was director we did make an impact on relations with private landowners. We did establish better relations with federal and other state agencies. We did establish Montana as a national leader in the resource management arena. We've held several national conferences here. I serve on a variety of important national and international committees. We did do some good things but they were never recorded in the press.

I don't want to make this too personal, but what I'm leading up to is the punch-line of both stories. My charge this morning is to tell you that communicators, both those that work for resource agencies and those that represent the media--and I'm sure this is a voice crying in the wilderness--have a responsibility to represent the public, to communicate fairly to the public, to call attention to the public the important issues we are facing. And I'm not going to recite all these issues. Our economy is in decline because of the energy crunch. Resources in Montana are threatened. Because of our extreme environmental position we've lost credibility with other sectors in our society and our economy. And, I hope you people will give me the credit for being a professional conservationist, unlike those that indulge in this as an avocation or as a way to earn a living or as a hobby. I've dedicated my life to the cause of conservation. What I want to do is utilize those resources, but protect the natural landscape, protect the way of life that Montanans value so highly. I'm one of those conservationist in the old definition that believes that we can utilize resources without depleting them or destroying them. I think that we can use forests. I think that we can use wildlife. I think that we can use water. We can use land. We can use grass. We can use all those resources without depleting them, without destroying them. And I've spent my life advocating that position.

And now I'm going to get down to the point of my message. Professional conservationists, scientists, wildlife biologists, foresters--none of us can do the job unless the public is with us. And the only way you get the public with you, the only way you get the public to understand the issues, is through communication. All my degrees and all my experience are meaningless unless my message is conveyed in an effective way to the public. And what I am saying is that journalists have a

responsibility. Their job is not just to report the sensational, not just to sell magazines or newspapers--although I acknowledge that is an important part of your job. But, your job is to participate in a national movement. I look around the room and I don't see very many people that were here in World War II. But in World War II, when we could identify the challenge was the enemy, if you want to put it that way, the press rallied to the cause. They helped convince Americans that the external threat was serious enough that we had to pull together. Like a bunch of siblings, we can fight among ourselves, but when faced with an outside threat, we've got to join arms and confront that outside threat together. I've seen the press do this...I was here in World War II.

And, I think we're facing the same kind of threat today only its a threat to our natural resources. The tendency to overreact to the energy crisis, the tendency to overreact to the declining economy in our country, the tendency to take a short-term view like "I hope I can survive this year", are running rampant and I think it's time for our country and for our people--particularly the people in Montana--to say "Hey, wait a minute, wait a minute. These are crises, but we can't sacrifice our heritage, we can't sacrifice our way of life, we can't sacrifice the character of Montana, we can't sacrifice the very things that cause us to live in Montana because of a short-term crisis."

Somebody has got to rally the people in Montana...somebody has got to rally the people of the United States to say "These resources are worth protecting. The water, the timber, the hills, the pristine views, the wildlife. We don't want to sell them down the stream for short-term expediency. We've got to protect these things."

And the only way we're going to do that, the only way to deal with this problem is to form a coalition. We can't have wildlife advocates or wilderness advocates fighting with foresters and fighting with agriculturalists. We can't have agriculturalists fighting with the oil and gas and mineral developers. The thing that we have in common is a reverence for rural resources, for a rural way of life. We live in a state that now, and in the foreseeable future, is going to survive--exist on the primary resources that we produce. We are going to produce agricultural crops, we're going to produce timber, we're going to produce minerals and oil and gas. And if we don't form a coalition, if we don't coalesce, we're going to lose the damn ball game.

And if the press is listening, the point is that what we are facing is an external threat of monumental proportions. The big cities, the voting and the economic power that exists in the big cities, along the Potomac or in Washington D.C., is a real threat to the West. Montana can't survive if those of us who are conservationists are splintered, if we are divisive, if we are feuding among ourselves. If we don't form a coalition among all the groups that have a common interest in rural America, if we don't work together, not only in the state of Montana, but with our colleagues throughout the Rocky Mountains and other parts of the West, we're going to lose. The people in Chicago and Los Angeles and Philadelphia and New York are concerned about a completely different set of crises. They are concerned about safety in the streets. They are concerned about

transportation. They are concerned about declining economies. And those issues are going to take preeminence in legislative and economic arenas unless we work together. If the fish and wildlife forces don't have the wisdom to join with agriculture and forestry, we are all going to lose. Even combined, we're a small minority. Rural America is a small minority. In the United States Congress, only 28 people represent rural districts. (Rural districts being defined as districts with of cities less than 100,000 people.) How in the world are we going to win? How are we going to preserve the resources that we are concerned with? How are we going to achieve our ends?

Now to bring all this back in a very quick summary, those of you that represent natural resource agencies have to understand that we're fighting an uphill battle. We're swimming upstream. The rest of the world is concerned about Afghanistan, inner-city problems, transportation problems, our declining economy and the position of the United States as a member of the world community. And so we've got to impress the public with our knowledge. We've got to go to them and say, "Hey, wait a minute, wait a minute. Those other problems are real and substantial and we're not denegrating or depreciating the importance of those problems. But in the process of dealing with those problems, for goodness sake, don't forget basic resources that underlie our society, that provide the only strength we have in this world. Those natural resources...agriculture, timber, fish and wildlife, water, grass...those are the basic resources. Both the press and those of you in natural resource agencies have got to come forward with that message. Come on. There are other big problems and they are real and substantial. But in the process of dealing with those problems, don't forget the natural resources.

To those of you that are in the media, that represent the transmitters, the communicators, I want to make a fervent plea. And, I have no personal interest anymore because in six weeks I'll be passed out of the picture. In fact, I got the distinct impression yesterday that I died. But, I didn't die. I'm still here. Like Samuel Clements said, "You know, reports of my death are clearly premature and I haven't died." But the point is, for those of you who represent the press, the media, the communications link between the natural resource advocates and the public, the kind of car I drive is really irrelevant. It would be a hell of a lot better if you'd report on the committees I serve on with the National Academy of Science, the positions that I am taking on issues on resource management. I understand that since the Nixon days investigative reporting is "the thing" for journalists to do. But don't investigate what kind of cars people drive and whether they drink martinis or manhattans for dinner. What the hell has that got to do with anything?

Report on the positions they are taking. Resource managers like me have got some fantastic activities going on. As one more example, right now, right up near Helena, I've been working hard to help establish a national wildlife management area within the National Forest System. This is an innovation of the first order. The U. S. Forest Service administers 186 million acres in this country, and as most of you know, they have been pretty occupied with timber production. In the Elkhorns just southeast of Helena, they have established a concept of a wildlife

management unit that will be administered primarily for the wildlife resource. Yet, the press hasn't even picked up on it. I don't mean to be critical of the press, that's not my intent.

My intent is to say investigative reporting has another dimension. You can look for scandals and you can look for flaws in the people that administer public agencies. You can look for flaws among politicians, but is that productive? Does that contribute? I think the press has a responsibility to contribute to our society just as they did in World War II. Rally to the cause for cripes sake and come to our defense. We're trying to protect the natural resources in Montana, and throughout the West. Instead of talking about the kind of car I drive, talk about the cause that I am fighting for. That's another kind of investigative reporting. And I think it would serve our society a hell of a lot better.

Thank you.

DON BIANCHI: Our next speaker is Mr. Bill Ritz, energy writer for the Denver Post. Bill's going to take a look at Overthrust Belt issues from a newspaperman's perspective.

...“and if we as westerners don't do anything to try and moderate this energy push, if you like Evanston in 1980, you'll love the West in 1990.”



BILL RITZ: As a journalist, and particularly an energy writer, I have great privilege that I can sit back and I can watch what is going on. I can watch the environmentalists over there and I can watch Exxon and the other companies over here and I can watch the state governments and the federal governments muddling through in the middle and it's a great perspective. And it's that kind of perspective that I want to share with you today.

The coal and uranium issue is a long-term issue. You're not going to be able to develop a coal mine overnight. It takes a number of years to get the permits and to develop the capital to get one of these huge mines going. So I would like to share with you perhaps what I see as a window,

a picture window to the future through oil and gas. And I think the best picture that we can show you is in an area called the Overthrust Belt. I just spent a week with our environmental writer and a photographer up in the Overthrust Belt. We spent a month researching this and we did a three-part series in the Denver Post. Lots of it. We called it Overthrust, my editors called it over-kill. Forgive me for running through numbers, but numbers will put this in perspective for you.

Oil men call the Overthrust Belt the last frontier for oil and gas in the continental 48 states. The Overthrust Belt is an area where the east coast and the west coast kind of merge together in the well... geologically it looks like a shattered house of cards. Well, in those little nooks and crannies there are tremendous amounts of oil and gas that have been trapped there and oil men are going after it with a fever that hasn't been seen since the days of Prudhoe Bay or the huge discoveries in the Middle East. In the last five years, 15 major oil and gas fields have been found there within a 25 mile radius of the town of Evanston in southwestern Wyoming. One of those fields it is suspected, is going to be about 15 miles long and two or three miles wide. It's going to be the greatest natural gas strip found in this country with perhaps 35 trillion cubic feet of natural gas. That's enough to keep this country going on natural gas for almost two years alone. There's a vast amount of oil there also. Collectively, many geologists are saying that this could be a greater area with respect to reserves than Prudhoe Bay.

To reflect on that you can look at the drilling rig count in that area. A couple of years ago you could count the drilling rigs on one hand. As of the first quarter of this year there are 42 rigs making holes up there. They say that number will double within the next year. That's how important that is to the country. The country sees those numbers and says "We're saved." No more shahs. No more sheiks. We're saved and we can thumb our noses at the Arabs. Wyoming is our savior." They don't take a look at what that's doing to the town of Evanston and what effect it is having on the quality of life there. We spent three days in Evanston and it was--I'll be blunt with you--it was almost like a sentence. And I have never seen anything like it and I have been covering energy for quite a while. Growth is absolutely out of control there. The population there will grow by 29 percent, perhaps as much as 30 to 35 percent next year. The population is 9,700 now. With that influx of drilling rigs there, all kinds of support vehicles are coming in: concrete trucks, road graders, pipe trucks and pipe companies, you name it. They're all coming in there because they have to get the energy out. As a result, a six-pack of beer that costs me two bucks in Denver, Coors beer, costs me \$3 in Evanston. A grilled-cheese sandwich that I buy for 85 cents in Denver costs a buck-and-a-half. We compared the rates for the Best Western motel we stayed at there and the rate was more expensive than all but one resort Best Western in three large Rocky Mountain cities. And you have to have a reservation there at least a couple of months in advance. The motels are packed. Entire families are staying there for four to six months at a time because there is no housing. There's not even a crummy little house trailer to get into.

That's the kind of an impact they are having. The roads are crumbling. City services are crumbling and it's all because of this impact. We can't blame oil companies, or anybody, solely. We can't blame the United States or the American consumer. We all play a part in this. We talked to a lot of people and this is what, conservatively, they decided they need to try to catch up with this impact: 800 new single family homes this year, in addition to about 1,800 courts or trailer homes; \$300,000 immediately for new sewer system improvements unless they want to drink sludge; \$100,000 for additional water wells and water storage facilities; \$600,000 for a new police building to replace an already overcrowded public safety building that was just built a few years ago; \$7 - 8 million for a new hospital; four additional doctors, including orthopedic surgeons, obstetricians, internal medicine specialists and a pediatrician; \$150,000 for a 15 percent pay raise for city employees so they can keep those city employees, so they can keep their cops. They are getting these marvelously trained cops, state patrolmen and local patrolmen, who are looking at the \$12,000 or \$15,000 they are earning as a cop enforcing the rules of the land...that turn around and look at the \$10 an hour they can make as a roughneck on an oil drilling rig and they're going right off to work on the oil rights.

The mayor said you can buy any kind of drug, any kind of dope in town, all you have to do is make the connections and you can get the dope--hash, coke, whatever you want. The mayor himself said it was available. Prostitution hasn't moved in but it is obviously right around the corner. We talked to single women who said they can't even go the Safeway without getting harassed by some oil drilling worker who has been out on the oil drilling rig for 10 straight days. Women are afraid to walk down the streets alone. We thought this was perhaps was a little bit blown out of proportion so we took our environmental writer who is a woman, Peggy Strain, and we walked into a bar with the photographer on one side and myself on the other. The men in the place descended on her like huns. I asked one woman what she was doing about it and she showed me her companion, a 38 caliber pistol. So if you like Evanston and you don't do anything, and if we as westerners don't do anything to try and moderate this energy push... if you like Evanston in 1980, you'll love the West in 1990.

Those are sexy stories. You go into a town like Evanston and you've got more stories than you can write and it's great if you want to get on page one, as we all do. The challenge for us is to try and see what we can do about that. How we can handle growth that involves us all? There are several options to take. We can on the one side do what many environmental groups have done for the past ten years and are only starting to let up on now. That is, we can dig in our feet and say "No, no we're not going to" and that's what the EMB is for with the power block back in the East, the Supreme Court notwithstanding. However, I think you are going to get shot out of the saddle. On the other we can welcome all the eastern developers with open heart and say "You want our coal? You want to build a nice little coal plant in my backyard? Sure, for the national good, sure." Well that shoots any kind of quality of life and any kind of heritage we have right in the back of the buttock. So we're somewhere right in the middle. We've got to modify and moderate; we've got to realize that development is going to come. But, we have to have it come on our terms.

Colorado has a process that they just unveiled a couple of weeks ago called the joint-review process. And it's hoped this joint review process will be able to minimize and perhaps do away completely with the requirement for the Energy Mobilization Board. This joint review process is being tested on the AMAX molybdenum mine that's proposed near Crested Butte. It is supposed to cut down on the preparation time for putting a plant in. Sherman Harris, who is the outgoing director of Natural Resources, says that it can cut the lead time by as much as 40 percent. It brings city, county, state and federal people all together at once. They streamline the permitting process. They bring environmental opponents and developmental proponents all together at one time. They get their bitches out on the table and they go after them and try to arrive at some kind of joint decision. So far the response has been very favorable. AMAX has endorsed it, DOE has endorsed it--I don't know if that's a blessing or a curse--environmental groups have endorsed it and so has the state. DOE says if the joint-review process works there may be no requirement for the Energy Mobilization Board, which is good because you'd rather have the states calling the shots than having the federal government ramming something down your throat like a 100,000 barrel a day coal gasification or liquefaction plant. As Dr. Wambach said...he has it all in a nutshell. We've got to come together and we've got to moderate growth and call our shots. It involves everybody. It involves using a common sense approach. As he said, "If we don't coalesce we'll loose the whole damn ball game." He was worried about saying the curse word in there. Well, I'm not. That's the way it is. Wednesday will be the 198th day of captivity for the West and if we don't face up to it, we will be captive forever.



DON BIANCHI: Mr. Hubert White will be our next speaker. He's a member of the Montana Retail Association, the Montana Wood Products Association, the Montana Water Development Association and served two years as the president of the National Resources Association. He is here today to speak to us about water and energy for agriculture.

HUBERT WHITE: I probably don't belong in this group, but I think most of you young people here are polite and you will probably respect age in this case. But I'm real concerned about the same subjects that are concerning you like the Elkhorns that Dr. Wambach mentioned. I sat on the original advisory council of local people in the Helena area along with people in the Fish and Game and wildlife people, environmental people and I thought we produced a pretty good project and I think we are still going to get that same project. I think it perhaps is the same one that Dr. Wambach mentioned. It's still up in the air. We don't know exactly what we're going to get but the word that I get is that it still may be somewhat along the lines of the original project that we came up with from the study group. And there was a lot of give and take and I would say that a coalition was reached at that point on that particular project. I couldn't

oriented than some of you are going to like. I consider myself a middle-of-the-road type of guy. Others may see me more on one side or the other. I am sure that we all admit, and I've heard it mentioned here many times today already, that agriculture is basic to the past and the present and the future well-being of our society. To emphasize this fact, which is all too often taken for granted, I would like to quote some figures from some of Dr. Dick McConnon's work as head of the Agriculture Economics Department of Montana State University.

Dr. McConnon tells us that the efficiency of U.S. agriculture, of which irrigated agriculture is about 25 percent, has resulted in the U.S. consumers paying a smaller percentage of their income than any other nation in the world. Dr. McConnon tells us that as recently as 1920, one farmer raised only enough food to feed six other people besides himself but by 1976 it had increased to 56 people, one to 56, and as I look through this group today, we have approximately 50 people here. Let us examine these figures. I think they are extremely important. They mean that each farmer between the years 1920 and 1976, released 50 people from farm work to seek other types of employment.

I can speak on these statistics from first hand knowledge on a typical dry-land farm in eastern Montana And, in 1920 we did everything on this farm with horses, as did our neighbors. The only item on the farm that burned petroleum was a one-cylinder motor that we used to pump water for the livestock and my dad fixed it to do double duty by hooking it to a pulley that would operate a hand-operated washing machine, which in turn had replaced a tub and a washboard. We used kerosene for our lamps and our lanterns. There was little or no wood available in the eastern Montana plains but there was an abundance of lignite coal and I helped my father mine this coal on our own farm for our field supply, which we used both for cooking and heating. I lived on this farm into the depression years of the 30's. I well remember the first car we had, a second-hand Model T Ford. I remember our first REA service, although by the time that came along I had left the farm to find a job and become one of the 50 who sought other work. I am not discussing the merits of rural life versus urban life. As a youth I had intended to become a farmer. I look back on my farm youth with nostalgia and envy the few boyhood friends who were able to continue the rural life. However, events for me proved otherwise, just as they did for 50 other people mentioned earlier in Dr. McConnon's statistics.

Most of you here today are here for the same reason as I. Namely, increased farm efficiency due to use of energy and water, eliminating most of the farms. Many of you are one or two generations removed from the land and don't really have first-hand knowledge of why you were either able to or were forced to find your future in other walks of life. I would remind you that whatever these other walks of life have been or are now, they are a far cry from what the farm was in 1920 and before. A typical day during the growing season was from 4:30 a.m. until 9 p.m. The women from the farm family did everything, making and washing clothes, dishes, cleaning, all by hand. Besides that they took care of the chickens, the garden and in many cases milked the cows and of course, churned the butter, canned the vegetables and if they had fruit they

canned that. It was a 16-hour day just to feed and clothe the family and according to Dr. McConnon's statistics, to sell to six other people. Contrast this with the life that evolved as the farm efficiency grew and the rural people were reduced in numbers as they went to the urban areas to work and we all know what our standard of living is today with 40-hour work weeks and more and more people attending universities, obtaining degrees, preparing them for hundreds and thousands of other jobs and hopefully learning how to use their leisure time.

Although I say that I look back on my boyhood with nostalgia, I must admit that I prefer to adjust the thermostat rather than harness a team and drive one or two miles to a coal mine and spend the better part of the day mining coal. I have no desire to return to those days. I remark on these events only to emphasize that we have changed our way of life in this nation and this world. There is no turning back. I am sure we all know that. There is no such thing as being independent of others as we were on our farm in my youth. Today, like it or not, we are here in Montana and the West depends on Peoria, Chicago, New York and all the other sections of the industrial parts of this nation. And yes, of this world. For our freezers, refrigerators, appliances, transportation, communication, drugs, hospital supplies, clothes and all the things that sustain life itself, just as these areas are dependent on us for food, lumber and energy which go into the commerce of the nation and the world to supply the needs of each and everyone of us. So when we ask ourselves what are the demands of the nation for our western resources, I say we must respond with a knowledge...we must go into the life-stream of commerce, just as vital to the West's survival as it is to the East's, North's and South's survival.

Use of these resources doesn't mean destruction of these resources. Admittedly, oil and coal is nonrenewable and we use it knowing that we must develop alternative sources at some future time or as soon as possible. Conservation must be foremost and used by all as one of the energy tools. But while it's substantial, it is limited to probably 10 or 20 percent at the most of our energy supplies. The answer for our future has to be the wise use and development of our renewable and nonrenewable resources within the framework of our excellent environmental laws, and I presume that that is where we might have some arguments. Are they excellent environmental laws? We hear they are and I presume that it's all in the manner in which they're enforced, in which they're interpreted. We would assume that they should be good laws and we would hope that if they aren't, if they don't prove to be good laws that they should be adjusted.

But it should be an orderly development. Timber is an absolute must in our future needs. It is renewable and if properly managed, it can supply us with literally thousands of our shelter, paper and chemical requirements. We must resist the urge to lock up too much of our timber resources in wilderness areas, instead of intensely managing them on a rotation system. By proper management we can have fine recreation areas and still supply our housing, paper and chemical needs available from our timber. I have long advocated that we have a good rotation program, a good timber management program. I strongly feel that we are perhaps locking up too much of our timber and wilderness areas. I feel that they can be rotated and I know that we have lots of contrary opinions on that

subject, but we have all seen areas that look like hell and we've all seen areas that have good management and I think that by proper emphasis we can have that. And I feel that we have to have it. Timber is renewable.

Then we are doing very little to exploit one of our greatest resources, hydro power. That goes on and on at a very low cost, comparatively speaking. We must immediately have a crash program to develop all the hydro power possible. That may mean on-and/or off-stream storage reservoirs. We could easily, in the near future, probably triple or quadruple our hydro power production. It is clean and it is renewable. We must mine our coal and oil shale and build gasification and electric generation plants. And there again, it seems to me that we have to get with it and do it under our own resource management in the state of Montana. I would hate to see too much federal intervention. I think we can do the job in Montana, but if we delay too long I fear, like many of the others do, that we are going to have intervention from the federal government and the East's industry and requirements--requirements that are mounting daily.

But hydro power...well, let's see...I'm on oil and coal...but this can all be done without defiling the environment. We have the laws, I think, necessary for its protection. And of course we have to see and we have to monitor the enforcement of these laws. I think we must stop the harassment of industry and allow free enterprise to get to work and do the job that needs to be done. It is a choice we have. We have the resources to become independent of the OPEC nations and these resources will supply our needs for some centuries to come if properly done. During this time we can develop solar, geothermal, gasohol and renewable energy resources and I am confident we will. All of these developments can be done within the framework of environmentally acceptable terms, under present laws. I don't have the answers, of course, to problems like they have in Evanston, Wyoming. I know of one other problem. I know of a sawmill down there that had to close up because they couldn't afford to hire labor at the \$10 an hour figure, but those are things that happen and we have to be able to meet them. I don't know what you can do about those things, except to be ready for them. We may not be able yet to say we are one world, but I do feel strongly that we better be able to say and that we are ready to say that we are one nation. In other words I still believe that we've got to share our energy resources with the East because we are dependent upon the East. We're all interdependent upon each other and that's the one thing that I want to emphasize. And now if I might be pardoned for borrowing a closing statement from a well-known figure...the way I see it, that's the way it is.

Thank you.



DON BIANCHI: A rancher whose spread is near Colstrip, Montana, will give us the local perspective on the impacts of energy development from a ranching viewpoint. Mr. Don Bailey.

"There're are more of them than there are of us and there's no question that they have superimposed their values into my community. And in a sense we're strangers in our own homeland right now."



DON BAILEY: I am not sure what kind of a compliment Ann Miller was giving me when she asked me to speak on America's energy needs and its impact on Montana ranchers and gave me ten minutes to do it in. I think a lot of my basic philosophies have been promoted and exposed here this morning by our previous speakers. I don't intend to dwell on my own personal philosophies on this thing.

I am a third generation rancher in eastern Montana. My grandfather homesteaded, or settled on our ranch in 1886. We've been there continuously ever since then. I would like to, from a geographical standpoint, point out that we are ten miles downwind from Colstrip. I was once referred to in an article in the Great Falls Tribune as an environmentalist who owns a ranch south of Colstrip. I guess I'll have to accept those implications. I am to deal with America's energy needs and its impact on ranching in Montana, our life styles, the problems that are associated from the environmental, social, economic and political standpoints.

I think it's probably of value at this point to relate an instance that I experienced some ten years ago. I was in Washington, D.C. to testify on behalf of the first federal strip mining bill that was introduced to Congress. While there we had some free time and it was rather frightful to me to be out running up and down the streets trying to hail down a taxi cab in Washington, D.C., so I sought out something more constructive to do. At that time the Northern Great Plains Resource program was in its infancy, designed primarily to investigate and promote the philosophies, I guess you might call them, of the North Central Power Study. The project work group leaders were having a conference or a meeting back

there at that time so I, under the guise I guess of some important person, who I certainly wasn't, attended this thing. One of their primary concerns that day and they discussed it for some two hours or longer, was the necessity for them to justify or develop the rationale to justify strip mining western coal. This was frightening to me. Just as indicative though of the forethought that has gone into the problem that we are all faced with here today and the time frame that has been addressed to this. At that same meeting there was discussion concerning the need to suppress any significant alternate sources of energy until the development of coal had been allowed to run its economic course. It would be disastrous for the federal government to promote a program encouraging industry to invest billions of dollars to convert our coal resources to all forms of energy and then jerk the props out from under them in ten years or so and leave them sitting there with a bunch of great white elephants in the northern Great Plains. This is a real instance in my life...I've wished many times that I would of had a tape recorder sitting there so that I could have recorded it because I have presented this to some of those public figures in different situations across the country since then and they emphatically denied it, but I guess that this is one way to remain a public servant.

One thing that they didn't talk about to any great degree that day was the potential for impacts on agriculture in rural life in western America and what might be done not only by industry and government, but by everybody involved to mitigate these impacts. This obviously was the least of their concern at that time and I think its only been through the actions of concerned people, environmentalist if you may, people involved in all aspects of government, people involved in varying life styles that are impacted by this thing, who have gotten involved and made an issue out of this whole concept.

I mentioned earlier I think there are probably four areas that are involved as impacts in a situation such as my own. The first one that I would talk about is the environmental impact. There are several items involved in this and I think probably the one that comes to most of your minds first off when you talk about strip mining is the destruction of the land and the reclamation programs that are involved in the restoration of that land. At the airport in Billings yesterday I was visiting one of the fellow Hereford breeders who had been down to the Range Experiment Station sale in Miles City, and he is a quite prominent oil man and that makes those Hereford cows do awfully well. But anyway, we were kind of having an exchange of ideas on this whole thing. I told him where I was going and what I was doing and he was very intelligent and quite articulate and he couldn't understand why, if they are reclaiming the land that there was any conflict between agriculture and energy development. So I sat him down like a first grade student and explained basically what I am going to tell you here right now.

I think that how the physical aspects of strip mining affect a rancher depends entirely upon the geographical and logistical location of a mine operation within an economic unit. If you have a small area of land out on the corner somewhere that's really not very valuable to you--it's away from the water holes and kind of dry area anyway and doesn't raise much

grass and has some coal under it--you could probably relinquish this to the coal company to be utilized and not really unduly harm your economic unit. However, if you have 2,000 acres of hay land right in the middle of your winter country that's a vital segment of your operation and this is all they desire--and it might partially be owned by the Burlington Northern Railroad on the surface and in all probability in our particular area at least half of the coal under it is owned by the Burlington Northern Railroad and the other half is owned by the federal government--it presents a completely different proposition. You're faced with having to resolve how your going to adapt your operation to cover or to take care of the change. Everybody has a different philosophy and it's a good thing, but they try to adapt technologies and innovative ideas for the particular resources they have available to them from an agriculture standpoint. A major change in this scheme not only holds a great deal of uncertainty but there are some economic considerations that you have to deal with also. What I am trying to point out here again is that it's not just as simple as reclaiming the land and putting cows back on it. In the 20-year time frame that this mining operation may be disrupting your economic unit, you've got to continue to make a living and I think it's important that, for the most part, landowners in eastern Montana are only entitled to surface damage and they've got to negotiate and scratch and scream and kick to acquire that. There are some isolated circumstances where the coal is owned by the surface owner and it's much more easy for him to rationalize filling his pockets with money and going off into the sunset somewhere. But there are some philosophical attitudes that are a little bit disturbing to me.

Another grave concern of course, from an environmental standpoint, is surface and ground water. I once said several years ago had we consulted some of the state hydrologists to come down and begin to implement some background studies so we would know down the road, after the mining had begun, whether there was any damage or whether we were being unduly concerned. There was a great reluctance on the part of all of them to get involved and we finally went to a couple of our local coal companies and explained our concern to them and in a manner they understood. They could foresee that there was some advantage to them also, and finally between the two of us we got the state people on the scene. But I made the statement at that time that there was something spooky going on here. Either these hydrologists know a lot about this ground water and surface water thing and are afraid to tell us what they know or they don't know anything at all. And there wasn't much consolation in either one of those alternatives to me. I think for the most part the situation is still similar to that. Probably when it is determined whether there is a problem, it will be too late to do anything about it or hopefully, down the road there will be no problem. It's an uncertainty that we in agriculture are faced with over the long term.

Another aspect of coal development in our area is the conversion of coal to some power source. Of course the most common method at the present time in doing that is steam-fired power plants, of which we have two now at Colstrip and two more under construction. Recognizing that industry has done a lot of improving in the last few years as far as abatement equipment in their efforts to clean up the emissions from these

plants, the very fact that there are scrubbers and all of the innovative ideas on the plants at Colstrip does not mean that there are not pollutants being emitted into the air and the environment. Many of the effluents down there, primarily the trace metals are accumulative in nature. At the present time there is no knowledge whatsoever of how rapidly these things may develop within our ecosystem, accumulating in the plants and animals or what the impacts will be. Sulfur dioxide is a controlled effluent. There is a great deal of knowledge available as to the impacts it has. Most of it is bad, but here again there are some more uncertainties that we're faced with in the particular community that is faced with this kind of development. There was a quote in a recent federal study I am sure most of you have seen not long ago. I guess it amused me it was so ridiculous, but I should have been offended I guess. It stated that problems with lung diseases in people in these areas, particularly old folks and cowboys, shouldn't be too alarming because they weren't very productive and didn't contribute much to the national economy anyway. As I said, I think probably it was more amusing than anything, but nevertheless these attitudes do circle around occasionally.

Another area probably concerns me more than anything else, and I think because of my stands on the issue in the past, many people relate to my being strictly environmentally concerned. I think if we were to put the four items that I am addressing here as far as impacts in an chronological order that the environmental aspects would be the least of my concerns today. The third and probably the most important and serious are the social impacts. In our community we have seen the imposition of new and different values and principals on a rural community--superimposed on a rural community. There have been people brought in from all over the nation, from all over world, and I am not to say that these are bad people or that there's anything wrong with them. I'm only saying that their values and principals are different and the things that are important to rural people in that community or were important, are not important to them. There're more of them than there are of us and there's no question that they have superimposed their values into my community. And in a sense we're strangers in our own homeland right now. And I think that the controversy that we have created because of our opposition to this thing has probably polarized the positions somewhat and some of the situations we get into are not too nice really. It's unfortunate, but that's the way the thing stands.

One other area that is a perpetual problem in any growth area is that of school problems. The state of Montana, as you all know, has a coal severance tax that was designed to create monies to handle impacts in these rapidly growing areas. When that piece of legislation was before the legislature I opposed it and made a lot of my environmentalists friends mad. Probably not for the reason that I would oppose it today--that I was concerned about the state of Montana becoming hooked on coal revenues, the narcotic effect of it. Today, I think I would still oppose it to some degree because I don't believe it's being implemented in the manner that was intended. The people in Helena seem to find all kinds of reasons to justify sending the money somewhere else rather than to where the impact is and this, I am sure, is alarming not only to the people in my community but to the people in industry that are paying these taxes. I think that if

there was any way that they could justify going along with the 30 percent coal tax it was if it would be plowed back into these areas and make the impacts less severe. If it's just going to become a tax relief program well then I think that the justifiability of the 30 percent severance tax is in jeopardy.

Law enforcement is, of course, another problem that follows this type of rapid growth. Our law enforcement budget in Rosebud County has gone from \$60,000 in 1974 to \$800,000 presently, and it's not sufficient. There are problems.

Another logical impact has been the takeover of our rural political institutions. There are several, and probably one of the most important is the school board. Seven years ago all five members on the Colstrip School Board were farmers or ranchers. There is one left today and I think his term is probably going to be in jeopardy at the expiration of his present term.

The fourth concern in regard to impacts involves economics. We've heard comments here today about the necessity to develop our resources to continue to grow, provide jobs and a tax base and what-have-you. And I'm sure we've seen this country proceed on this course for many, many years, decades. The thing that alarms me is that wherever this has been expounded to great degrees they have some of the most serious economic problems in the world today. I am referring primarily to our large industrialized cities. This raises a red flag in my mind. I'm not sure I know the real answers to their dilemmas, but I think that it would be unfortunate if we allow Montana to eventually end up in this same state. We do have an opportunity to benefit from others mistakes and I think it would be terribly unfortunate if we don't do that. The tax situation is always a controversial issue. The industry comes into a rural area that has low mill levies and I am sure that this is one of the things that attracts them there. The conservatism that existed prior to their interest has kept taxes down for the most part. Rural people usually are able to provide a lot of the services themselves that government is expected to provide in other places. This is another area where new philosophies come in and take over. People down there expect the government to provide everything for them. If they don't get the government to do it, they run to Western Energy or Peabody and try to get them to do it. I am sure my friend John Larin in the back row will attest to that. And it becomes quite a dilemma. At the same time they are cussing the growth and bureaucracy in government and yet they are demanding more and more services from them.

As far as taxes are concerned there is a lull period, an interim whereby the tax base that is created does not cover the incremental costs of providing government services. There was a five-or six-year period down there whereby our taxes increased to take care of the needed services. It was unfortunate at the time the figures really did not indicate that there was much impact, but this was about the time that we were going through the reevaluation of land and livestock in the state and my taxes doubled at this time and the mill levies went down. Now if your not a student of the taxation law I'm not going to get involved in

explaining that, but this actually happened. And we are just now getting to the point where we are going to have to start paying the fare. Questionary pressures on housing for elderly and low income people is another problem that you have in an impacted area. Limited incomes puts a great strain on these people, of which there are many in Rosebud County. Reference has been made to our environmental laws. I just had a note down here about the Montana Reclamation Act, the Major Facility Siting Act and the Coal Tax. I'm not prepared to defend all aspects or the philosophy behind these things. I think that if there is an opportunity for compromise or cooperation between industry and agriculture in Montana, it's going to be as a direct result of the implementation of these pieces of legislation. We are very aware of the economic and political forces we are dealing with, and I think if we didn't have these tools to hang our hat on, we'd be far down the road to losing the things many of us have talked about here today.

When I completed putting my notes down this morning--I'm a last-minute-guy so I left it until this morning--I thought I might throw out the thought that has concerned me a great deal recently. Mr. White touched on this area a little bit and I guess this would be a degree of exception to possibly the statement that he made. We've been on a binge of rapid utilization of resources for some 100 years in this country. Some of them are in limited supplies, some of them are in unlimited supply, but the question in my mind is, is our life style above and beyond what these resources can support for a long, long period of time? Hadn't we maybe begin as resource managers--people concerned about the resources of America, the life styles--to question ourselves as to whether we need to be living the luxurious type of a life that we are faced with? Can we afford it, I guess is basically what I am asking?

In closing, I read a statement one time that I thought was probably pretty applicable to my purpose here this morning. I don't even remember where I picked this up so if the author is in the room please excuse me for stealing your lines but anyway, basically what it said was that all great nations of the past have a lot in common. As they grow and develop and become more sophisticated, they become more industrialized. And they also have one more thing in common: they no longer exist. Thank you.



DON BIANCHI: Our next speaker will take a look at how the West has held up to energy pressures thus far and try to give us some insight to the future energy picture. Dorothy Bradley is a former Montana State Legislator and is currently the Director for Information of the National Center for Appropriate Technology here in Butte. Dorothy.

"Listen to the political races that are taking place nationally and statewide. I don't think you'll hear a single candidate address the problems of energy without saying energy conservation must be the cornerstone of our energy policy."



DOROTHY BRADLEY: There are only a few things that have concerned me about our discussion here today. One is, Hubert White mentioned that maybe he didn't belong in today's discussion. I think we know that unless we get the most diverse points of view in all of our discussions these days, they are not going to be worth anything because that's what we have to do to find the direction we are going to take in the future. And second, he said something about representing the middle-of-the-road. Well you see, I think I represent the rational, reasonable, middle-of-the-road, so maybe in our discussions in the next few days we will define what middle-of-the-road is in Montana in our energy future.

So this morning I am the one on our panel from Butte and part of my discussion is "How the West Has Fared." I wanted to take just a few minutes of my discussion for a backward glance because I think when you assess everything, the West has taken something of a beating from the corporations, from the government and from us, the people. I think we are all familiar with the stories of the cattle barons, we're familiar with stories of the ill-advised and government-promoted Homestead Act that brought steel plows and lots of people who didn't understand the arid northern plains to this part of the country and how that ended in a mass abandonment and tremendous suffering on the part of the people. But we're in Butte today, and I think that it's clear that the most colorful stories, the most interesting stories, the fun stories, are in Butte about the corporations. I think everybody here, to a certain extent, is familiar with these but they say that good stories are worth repeating so I would like to indulge for just a few minutes.

Hinze was the famous German engineer who immigrated to Butte and bought one little mine. And in his very innovative and creative way, he generated what was called the Apex Theory, and that is that all the main ore veins, according to his theory, apexed above the surface of the land right over his claim. And so this, according to his theory, gave him license to burrow down into the very rich and prosperous holdings of Amalgamated and to dig around there and take out their ore, because he

was following the veins that apexed, according to his theory, on his land. And of course, that drove Amalgamated absolutely crazy. They just couldn't stand it. So they took him to court, but he was two steps ahead. He'd already bought off the judge and in those days there was no such thing as legal recourse and changing venue in order to find an unbiased judge. It's a really great Montana David and Goliath story. And David really had them upset for quite a period of time. But sadly in Montana history, Goliath won. And they won by shutting down all of their operations, that is, everything except all of the newspaper chain which they controlled, which gave news throughout the entire state. And they put 20,000 men out of work at that time. I think this was 1903. Then at that point, Governor Toole had no recourse at all of course, but to call the legislature into session to have them amend the law. They amended the law because 20,000 people were out of work, and of course then Amalgamated was able to seek a change of venue and they were able to buy out Hinzey and win their case. He died a few years later, a broke and broken man. Now that's Butte. But think about it. That's only 80 years ago. Only 80 years ago...that's only one year older than when my father was born. Excuse me, ten years--he wouldn't like that.

Well, let's follow that up. Take 60 years ago in Butte. There was another very interesting event and I think this has a very interesting parallel with what's going on today in Montana. The main issue of the early 1920's was the issue of taxation. No surprise. Also no surprise, there was a University of Montana professor who was working on a research project on the Montana tax structure and he was discovering at that point that there was something very wrong with the Metal Mines Tax. No surprise, but I think it is a really interesting parallel because we are in court right now in this state trying to defend our coal tax. Well, he said the mines' tax is not very good. It's not fair because the mines are not paying their fair share. Period. But there was a company lawyer and he happened to sit on the Board of Regents and he said, "I don't see anything wrong with the mines' tax in this state. In fact I think they are paying their fair share." In fact, he told the University of Montana president, "That study is not to see the light of day." So the university president said "Okay, that study is not to see the light of day." He told the professor and the professor decided to print it anyway. And he was promptly fired. So, time passed and we come to the early 1920's and the legislature still refused to budge an inch on this thing, they wouldn't do a thing. And in 1924 we had Governor Joe Dixon and he decided to take that issue directly over the heads of the legislators to the people. We see that quite frequently these days. He took out an initiative pointing out that the mines were producing about 20 million dollars a year and they were only paying about \$13,000 in taxes and he said that is not fair. But he had a problem in that while he was trying to promote his own initiative and promote fair metal mines taxation, he was also trying to win reelection as governor of the state of Montana. He was literally attacked on every front. If you followed this race--and it's just a wonderful situation in Montana history as he's of bull moose party fame--he was attacked on every front except that they really sort of forgot that the initiative even existed. This was the famous race called the gravy-boat campaign--shades of carpets and so forth today. They said that he had really wasted money

and was extravagant because allegedly he paid \$12.50 for a dish. I guess it was a gravy boat so it was called the gravy-boat campaign. Anyway, he was hit hard and he lost. He lost his race. But the initiative passed because they sort of forgot it in the background.

And so we see another interesting situation in Montana where the leader of an issue went down in flames but a principal won. And a number of years later he made this comment. He said, in thinking about all these events, "I would not have taken a different course even though I had known in advance that my action meant inevitable defeat. In the calm reflection of these after-years, my judgment is that we participated in the biggest work of this generation. Anyway," he added, "we raised a whole lot of glorious hell."

Well, I just wanted to recount a little bit of Montana's past. And it is a lot of fun, but you can see when you look at it that the state has been bruised and battered quite a lot. But all things considered, maybe it's fared pretty well. My feeling is that it has fared maybe not too badly because we have been lucky enough to have some leaders who felt that it was worth fighting for. And they were ready to lay themselves on the line and sacrifice anything, including their office in order to gain a principal. And to a large extent, the second half of my comments is about the future to a large extent. I would say our future depends on our ability to continue that tradition. So what does the future hold--that's what we're supposed to talk about.

According to one government study, Montana is a likely setting for 36 synthetic fuel plants, 36, requiring obviously billions of tons of coal and thousands of acre feet of water that's questionable whether we even have. Montana has been listed by the Department of Energy as--this is a quote--"Medium high," whatever that means. Medium high for siting ease with regard to our air, water and coal and the study says that any state siting problems that might exist can be solved by the Energy Mobilization Board. That's reassuring. And it pegs water problems as those of distribution and not of quantity or supply. And it says that we are considered a low cancer risk because we have a low population density.

That's your government speaking. And most recently, while our efforts to save the Milwaukee Railroad have been strong so we can ship coal and grain out of this state, they have been positively obstructed by the federal government, which is now renewing a new push for coal slurry pipelines. For those who are slightly comforted in the state of Montana by the feeling that our chief sacrifice area was going to be the Northern Plains, that comfort is fading. We've heard a little discussion today from Bill Ritz and others about for example, the oil and gas interests which are knocking on the over-thrust belt and even, imagine this, pushing for entry into Glacier National Park and Dinosaur National Monument. There's a new fear in the state of Montana and other western states about not only having this area become the nation's furnace, but the nation's hotspot as well. In the state of Montana we have 140,000 acres of state land that has been leased to corporations who are drilling for uranium. And that's only state land. What is involved as far as federal and private land is undocumented, we don't really know. But I think it's fair to say that the state is really not quite prepared for this recent new surge of interest

from Exxon, Amaco, Mobile, Conoco, Westinghouse and others who have succeeded in locating themselves in 20 of our counties right now. And somewhere in the discussion in the next few days we really ought to talk about acid rainfall and carbon dioxide because that is exactly what synfuels development is going to double or produce. Now I don't really want to go into this right now a I don't know a whole about it, but I just want to say that it troubles me a great deal recently that we hear so little about it. Scientists are beginning to talk about it, but where are the presidential candidates that are all up there talking these days? I haven't heard a word about it and they are all promoting synfuels development as the answer to our energy problems. They all are. Why aren't they talking about that problem?

I just want to make two points as far as considering our future. The first point is that energy conservation is the cheapest, the safest and the only readily available source of energy. There are absolutely no short-cuts to securing it and yet we see very little today other than a token kind of action on the part of state as well as federal government in promoting it. And my second point is this, that the transition to renewable energy systems in this country is inevitable. A very reasonable goal which our present administration has set for itself is to supply 20 percent of this country's energy by renewable, solar kinds of energy by the year 2,000. Yet the present commitment that we have made absolutely insures that we will be no where close, no where close. I keep thinking that perhaps the ultimate tragedy of all of the synfuels discussion and the road that we seem to be taking is that at the end of all of that, at the end of that sacrifice it's possible that we will be no closer to finding something stable and permanent than we are today. That is a strong possibility. I think one of the very best actions ever taken by the Montana legislature--and I was there when it happened--was the establishment of the 30 percent tax on coal in 1975 and I feel that one of the very best actions ever taken by the citizens of this state was to invest 50 percent of that for future generations in a coal trust fund, knowing that they won't have that resource and they'll need something else. Now that 30 percent tax is predicted to bring in over \$100 million during the biennium. That's over two years, \$100 million. And, just the interest from what we are investing, the interest which goes to our general fund, will bring \$5 million for the biennium. That's pretty significant, and I am ready to defend it right up to the end. I think it's really justified. But one would hope that a state taking this avenue, this path, would rely on the revenue from that tax, from that nonrenewable fossil fuel to bridge us to a time when that resource will be gone. Instead, what we are really doing is that we are becoming addicted to that new revenue in Montana. A mere \$2.5 million out of that \$100 million is going to renewable energy research and development. Now that's better than a lot of states are doing, I will admit that, but considering the total amount it's really not that much. And absolutely no attention... zip...no attention is being given to energy conservation out of that \$100 million. We really don't have an energy conservation program in this state on our own. Listen to the political races that are taking place nationally and statewide. I don't think you'll hear a single candidate address the problems of energy without saying energy conservation must be the cornerstone of our energy policy. How many

times have I heard that, and yet to date, we have not succeeded in turning that kind of rhetoric into any kind of a dollar and cents commitment.

Let me talk for a minute just about the federal commitment as long as I have criticized this state. Our federal commitment, and this may be revised upward in the last few months, but my recent figures are that the federal commitment is to the tune of \$200 million a year or about \$800 a house for low-income families. That's what our energy conservation commitment is. If that is the only commitment that we take, it's going to take another 80 years to weatherize only the low-income housing stock in the United States, not to mention all the other residences. Eight years is how long it will take to weatherize low-income stock, and about 60 percent of the low-income people in this country live in shells. They don't have anything. No storm windows, doors, insulation, nothing. Unfortunately, at that particular rate, with those particular regulations, it's not going to even have a very good result. It's a sloppy result because it takes a little bit more than \$800 a house. It should be flexible and go up to \$2,000 a house, and at that point you can save approximately 50 percent of the energy that that home consumes, which is about what we're securing today. So I keep asking myself, why don't we hear about a multi-billion dollar conservation program in this country? Have you heard anything like that? I haven't. And why don't we see a proposal for an Energy Mobilization Board that's going to remove all the local and state obstacles for conservation? Why isn't that the kind of mobilization board we have.

The organization I work for, the National Center for Appropriate Technology in Butte, recently published a poor people's energy plan. And in that plan we proposed to spend \$24 billion as a five-year investment to weatherize low-income homes in the country and on completion (that is in 1985 if we had the luck of starting now) we would save the equivalent of almost one-half million barrels of oil a day. Now to put that in perspective, we import almost 10 million a day and we'd save about half that if we actually succeeded in the program. Interestingly, the cost of each barrel that we would save off a poor person's home would cost only about one-third of that, which would foot the bill for for a synfuel plant. One-third of the cost and it all stays right in the community. Is that asking too much of the federal government? Twenty-four billion dollars is a lot. You know it's a statistic that I don't quite grasp myself. Twenty-four billion dollars over a five-year period.

But let's put that in perspective. This past year, after Congress passed decontrol of oil, then a little belatedly they decided to institute a windfall profits tax. It should have been before, but that's how we did it. The House of Representatives made a request for a \$277 billion tax, a windfall profits tax, but the United States Senate was \$100 billion below that and they went for \$177 billion. This is really interesting. Here are these reasonable, intelligent people up there debating this particular issue and the conclusion they arrive upon is \$100 billion different in one house than the other. So they did what two-house legislatures usually do--they found a compromise and they split it half-and-half. They brought it \$50 billion down from one and \$50 billion up from the other. Now some people

may look at this differently than I, do but I see that as simply the flourish of a pen throwing away \$50 billion dollars. And our program for insulating low-income programs only wanted half that amount. Only half the amount that was totally thrown out in a compromise that we sought with the windfall profits tax. So I would sum up the federal problem as this: we are putting \$1 billion into solar and energy conservation next year, we're putting \$20 billion into synfuels and we're putting \$157 billion into the military. One billion to \$20 billion to \$157 billion. Now that is going to generate or perpetuate a predictably vicious circle and that is that the less we spend on becoming dependent or independent with renewable resources at home, the more we're going to be dependent on the precarious Persian Gulf countries for importing more and more at greater and greater expense. I mean that is very easy to see.

So we have a number of choices to take. The following choices that I outline come from a Harvard Business School Study and they talk about the possibility of breaking up the energy monopolies and that, of course, is on the national agenda right now. One one hand we see the proponents saying that this will lead to greater competition and the opponents say "Yes, but it will be less efficient." Both statements are probably correct. And really it doesn't make any difference as far as we're concerned or as far as I'm concerned because there is no evidence anywhere that this is going to lead to any greater domestic supplies. I mean it may change around the system of how it is procured, but it doesn't change the amount that we get out of it at all. Then there's the option of oil shale, and according to this study, we would make a \$1 billion investment over a decade of development, taking more water than this country has to spare and what we come up with as a result is about 100,000 barrels a day equivalent. That's not even near as much as the energy conservation program that takes only five years and insulates poor people's homes. So go on from there and they discuss the possibilities of decontrol and the hope that this would lead to enhanced recovery of supplies. But the best current estimates of both industry and government is that this would yield an additional one million barrels a day. Considering that we import almost ten, it's not to be sneezed at but, you know, it's not all that great either. When they talk about the possibility of nuclear development and that is, of course, of interest to the West because we are the new-found bonanza-- but according to one utility's nuclear investment advisor, and this is a direct quote, "To rely on nuclear fission as the primary source of our stationary energy supplies will constitute economic lunacy on a scale unparalleled in recorded history." "Economic lunacy"...and he says that this may lead to the economic Waterloo of the United States. It's a cost problem more than anything else. Well, those are some of the choices they discuss and I'd just like to throw out a few other choices because the choices are there.

There are some brothers in the state of Minnesota named Zethmer that have a 50-cow dairy have 500 acres that they work on. They have built themselves a small alcohol still out of an old oil tank and an automobile radiator. They take corn that they raise off their land and they heat it with solar heat. They convert the starch to sugar in that process. They ferment the result with yeast and they separate the liquid and they distill it with a wood fire in their back shed and they take the left-over, high

protein mash and feed it to their cows and chickens, and they get something like...when they are running the still...something like 70 gallons an hour of 160 proof alcohol. And, they have converted all of their tractors to run on the alcohol that they produce. Doesn't use any gasoline at all and they sell the rest. Their product is estimated to be worth about \$12,000, which is fairly good considering in the first year they only made a \$16,000 investment. That is a really respectable return. A little closer to home is a passive solar greenhouse--the largest one in the country that was built in the community of Cheyenne, Wyoming.

They have used half of this solar greenhouse to produce food for the community for the hot lunch program--senior citizens and so forth--and they use the other half for commercial plants, house plants, tree seedlings and so forth. In the first 12 months of use of this greenhouse, they used no supplemental heat at all. And I can vouch for that because we have a small experimental greenhouse out at our center in Butte. Butte typically reaches 30 degrees below zero at least twice a winter and we have not turned on supplemental heat once. It's just heated by big drums of water and it's been growing vegetation all winter on those big drums of water. In the greenhouse in Cheyenne, Wyoming their only bill in the first year was \$50 in utility bills to pay for the light and to pay for pumping the water to water the plants. Their first year profits, considering they had voluntary labor and so forth, is six times their \$400 investment to construct it. I think that that is really exciting. It has had a lot of other really nice side benefits, too. In addition, they have workers there age from ten to 92 who just like going down there and socializing and working on the community greenhouse. There are a lot of other really interesting examples and I don't need to dwell on them. There's a dairy farm in Wisconsin which collects manure in a sealed culvert and directs the gas to a little chamber they have created over a pond with plastic sheets and at a certain point they are able to purify the gas and to store it and they use it to run their cogenerator which supplies electricity and heat to the house and heat to the barn. So there are these interesting things that are going on, so I just want to end on that note.

And that is that it's a very interesting thing to me that there are a lot of people out there who are really pursuing new ideas and they're innovators, I would have to say, in spite of very little government interest or government support. But there's a very important thing at the end of this discussion and that is that the future of technology in this country, it does hold a choice for the West. And it holds a challenge to get a firmer and a more innovative hand on the kinds of technology that we are going to use and I strongly feel that if we fail, then the future of the West may be a very tragic repetition of what we've seen in its past. Thank you.



"Water: Our Next Crisis in the West?"

Moderator: Larry Peterman, Montana Department of Fish, Wildlife and Parks

1. "Resource Needs Versus Development Needs":
John Baughman, Wyoming Game and Fish Department
2. "Slurry Pipelines in Our Future":
Fred Eiserman, Energy Systems Transport, Inc., Casper, Wyoming
3. "Water Priorities and Transportation":
John Willard, Regional Manager-Public Relations, Burlington Northern, Inc., Billings, Montana
4. "The Value of Instream Flow":
Willie Day, former Montana Legislator, Glendive, Montana
5. "Water Issues and the Fisherman":
Harry Miller, National Vice Chairman, Trout Unlimited

**Water
Crises**

LARRY PETERMAN: Our first panelist is John Baughman. He is from Wyoming Game and Fish and he has been with them since 1974 in various positions, starting out as a planning specialist and then a supervisor for a fishery reservoir research crew. He currently holds the position of Fisheries Management Coordinator and he comes from Cheyenne. His topic is resource needs versus development needs and I think if you trace the history of Wyoming over the last ten years with the development that has occurred there and the resource issues that have arisen, we'll all agree that somebody from Wyoming and somebody in John's position can give us a real insight into the problem of resource needs versus development. I'll turn it over now to John.

JOHN BAUGHMAN: Well thank you Larry. You already took care of my opening remarks on the fact that the overall theme of this panel is somewhat of an anachronism. We're already in the crisis. It's here. If you don't believe that you can talk to the subdividers or the industrialists, people looking for additional water for agricultural developments and they'll tell you what it's already like trying to find that additional water. The unfortunate thing is that Joe Fisherman, the average public, is unaware of what's happening to their water. People realize that a lot of streams aren't as good fishing as they used to be and they typically accept the poor fishing found on the wildly fluctuating reservoirs in the intermountain states. Too often they equate these problems with insufficient stocking of hatchery fish, rather than the crux of the problem, habitat. And habitat, in a large part, is water. Western water crises are already here. It's just that nonconsumptive users are unaware of the impact and the future implications.

The subject of my presentation is resource needs versus development needs. That's a pretty colorful title and I'm sure you expect to hear a lot of dry rhetoric about fish needing too, about the amount of water needed for coal, gasification and liquefaction versus trout needs instream, about how we have to remember our fish and wildlife heritage and the rapid

development of the West. You'll probably hear some dry rhetoric but I don't believe those are the real problems that fish and wildlife face in the future development of western water resources. We should be aware of those things, but I don't believe they are the real problem. Resource needs versus development needs also brings to mind methods for securing water for fish, wildlife and intrinsic values. Such things as instream flow legislation, fish and wildlife coordination acts, state environmental policy acts, statewide water plans. These are all good programs and they could logically be mentioned as methods for gaining some water for fish and wildlife in the future. Most of them do provide benefits to the resource and should continue. But unfortunately, the direction we've been going recently is a piecemeal fashion. We're really just effective in gaining a few of these scraps from the water that is left over in the West. There are exceptions and there are some real noticable exceptions here in Montana. There are some things that people can be proud of in securing some water for fish and wildlife resources. But generally, the fish and wildlife resource is only considered when the needs are not going to conflict with those of development. The real problem as I see it, is that the general public has little input and receives little consideration in the allocation of western water, which is a public-owned resource. In most western states, perhaps all western states, water is the only resource which passes into private ownership with no reimbursement to the public and often to the detriment of public interest. Now I stole that from several people and let me repeat it. The general public has little input and receives little consideration in the allocation of western water, which is a public owned resource. In most states, water is the only natural resource which passes into private ownership with no reimbursement to the public and often to the detriment of public interest. Well the source of this problem is fairly easy to recognize.

You look back at the early settlement of the West and all there was for water laws was a system to provide for the orderly allocation of water to people who needed it basically for irrigation. They needed a system so people could file on rights and protect those rights from junior users. This is the same system we are in right now in a large part. And I guess we don't really need to point out that things have changed a little bit in the last 100 years. We've got water uses now that weren't even dreamed of when these water laws were devised. But the same laws are in effect. We've got coal slurry pipeline. We have industry, municipalities, 100,000 people in cities here in Montana. And we've got fish and wildlife needing water. Things that weren't even realized. Things that were taken for granted back when these laws were devised. I think we need to recognize now that the laws are slow in changing. Now organization money operates pretty effectively in finding water for industry and energy development. It may take a few years and it may take a few million dollars, but they can find the water. The general public's needs for water have not been articulated so well and this gives rise to the current situation. Most of the water is already appropriated for municipalities, agriculture and industry. And future allocations are still going the same way with a few minor exceptions. Now true, there are some considerations for fish, wildlife and recreation and intrinsic values of natural waterways in most

recent water projects, but these are usually second and third priorities. And if you look at them, they are just the bare minimum at best. Again the real problem is the present lack of consideration for the needs of the general public in the allocation of water.

Now the solution to this problem is not going to be easy. It's going to require the inception of a totally new philosophy of western water allocation with a framework along the following lines. These are just a few points that I've jotted down. I'm sure there's other things that could be added. One of the most important--fish, wildlife and recreation and the intrinsic value natural waterways--has to be recognized as beneficial use on par with the other legitimate uses of water. Nothing more or nothing less, but a legitimate water use. States must dedicate themselves to maintain present levels of fish, wildlife and riparian habitat. Now this is important. I think states have to adopt the policy and recognize the fact that if we want these resources we have to dedicate ourselves to maintaining some level. We've lost enough in the past. If we want to maintain what we have now, let's put it in writing and say that's what we're going to do. That doesn't have to stifle development. There are alternatives but if that's brought out in front of the people that this is what we want to provide, we can talk about the tradeoffs, and those tradeoffs are available. Another thing, I think we all recognize we're in the water crisis now and the water supplies are going to tighten more. We need firm direction in determining future water development and allocation needs. And this is going to require formulation of comprehensive, statewide water plans, generated through real public involvement. And this, I think, brings us to what Dr. Wambach was talking about. Forming these coalitions. Everybody should be involved in these things. Developing a state water plan/water framework, but right now it's the special interests developing those plans and maybe the public gets some token comment. It's the public's water. The public should be leading those efforts. Okay.

Finally, the new framework must provide solid protection for all existing water rights. I've been talking from a biased wildlife standpoint. But those water rights, they're property rights now. They were legitimately required under the current laws and they need to be protected. Likewise, any future water framework for any western state has to provide for other consumptive uses. Municipalities, agriculture, industry, along with these nonconsumptive uses I'm talking about. The biggest single factor is the public benefits. The general public benefits, including nonconsumptive uses, have to receive top priority in future water allocations. Water is a public resource. Why is the public left out of the decision making process when their water is given away? Why are public benefits given low priority and in some case not even recognized as beneficial uses? These questions must be asked in the issues presented to the people. As it stands now, people are unaware of our water laws. They are unaware of the situation. They don't know what is going to happen in the future with water laws. The water is disappearing and they don't know that they have to do something to change this situation.

Now I guess this brings us to the theme of the meeting. What has to be done? The people have to be made aware of the issues and I feel that

wildlife agencies and their information sections and especially the outdoor media have to take the primary responsibility, take the lead in making the people aware of these issues. Are your clients or your readers aware that their water is given away? Are their water needs being met or even considered? Or will they be in future allocations? If the people aren't informed or organized enough to demand a change it's never going to come. Okay. I talked about this general framework but there's a few specific points that should be reiterated or mentioned. Again, protection of existing water rights. The water rights in effect right now are legal property rights. Now it's unfortunate that fish and wildlife and recreation are getting into this water game 100 years after it started, but those are legitimate water claims and for any legislation or comprehensive statewide water plan to be effective, those water rights are going to need total protection. Existing rights. Okay.

Another point is instream flow legislation or instream flow considerations. Mr. Day is going to talk about this later so I'll keep my comments brief, but these things are needed. Considerations for providing instream flows or reservations. Whether it's through legislation or through a statewide water plan, which again would require legislation. Several--states, in fact, it's getting to be most western states with the exception of Wyoming--have instream flow legislation. Most of this legislation needs strengthened. There's been an awful lot of compromises and I get awful frustrated seeing the general public have to compromise time and time again over their own rights. They are put in a position of compromising and that's a problem with a lack of organization and again, the media is going to have to take charge there if it's going to change. A lot of it needs strengthened and all of it needs continued support. We get some of these bills through and I think we have a tendency to feel like fat cats for a while, but I can guarantee you, if this development continues there's going to be new runs made at these instream flow rates that presently look secure.

Now briefly, I feel the things that should be addressed in such a plan or consideration on instream flow are a state policy recognizing and stating that instream flows are beneficial uses of water and that that is a legitimate need, clear procedures for obtaining those water rights. There's a big problem with a lot of laws in the western states right now. It's not clear so your in legal battles for years as to how the heck the laws are going to be determined, how they are going to be filed on or if they are even constitutional. The public needs the ability to purchase and protect rights. Purchase senior rights and protect them. And I'm talking about buying the senior rights from agriculture, industry, whoever would have them, on the open market, from a willing seller. Not taking anything but again giving the general public the same right that industry or agriculture has right now. And finally, again this legislation should guarantee existing water rights. Okay.

Another item that needs to be addressed in an overall plan...and a lot of these items I am talking about now I guess I'm talking more in terms of a general state water plan more than just specific legislation. But another item that should be addressed is that instream flows needs should be determined objectively. There's a big fear from developers and

agriculturists that the wildlife agencies or sportsmen groups or water agencies, whoever is responsible for obtaining water reservations or instream flows, are trying to tie up all the water in the state. This isn't the case. There are objective methods available to determine just how much water is needed to maintain those instream values and it should be legally required that that information is gathered and then when that's required there should be the funding and manpower provided to get it. A lot of these states have been hit with these...not hit...they probably gladly accepted the instream flow legislation. But at the same time, we don't have the money or the manpower to put those laws into effect. That should be provided. Another thing that I think we should recognize right now is that one of the big problems in western water allocation is the illegal over-diversion of water. A lot of the opposition you hear talking about instream flow legislation or state water plans is that we are over-diverting water and if you get instream flow legislation through, it's going to require closer monitoring of our diversion systems and we're going to lose this water we're taking. I don't think that's a valid argument. I think there's going to be tighter control of water use in the West anyway, with or without instream flow legislation or water reservations. It's going to be demanded by agriculture or by the industry or the other water users if not by the instream flow interests, so that tighter monitoring is coming and it should be there anyway. I just get frustrated being put in the position where I have to apologize to people when we suggest legislation to give the public a little bit of input on how their own water is distributed so they might reserve some water for their benefit and you have to apologize because that legislation might actually interfere with somebody's illegal use of water. And that's one of the biggest oppositions. Well, Okay.

Another thing is that we should provide it objectively for other legitimate uses and I get carried away on the wildlife standpoint because I feel wildlife and public interest in general really have been left out of this water picture. But at the same time, realistically and quite logically, an overall water plan has to objectively provide for industry, municipalities and agriculture in the future. But I believe these can be met without sacrificing our wildlife and recreational resources, but it's going to require comprehensive, long-range planning. I can't stress enough that we've got to get the people excited if anything is going to change. There are things that can be done if the people ask for them. They can become accepted practice. A few examples. There's alternative sites for mines, for power plants, for timber sales, for reservoirs, for roads, utility corridors. Those sites with the least impact on wildlife populations and those that take the water at the most downstream locations--possibly in another state--are the ones that should be chosen. Many developments require they impound their diversion of water. Terrestrial and aquatic wildlife habitat can be enhanced by incorporating guaranteed stream flows into all these water projects and not just the minimum. It's the public money that's usually building the thing anyway. Why is that the third or fourth priority? The public interests. Good instream flow legislations can be obtained. Montana has made a lot of progress. I think Colorado has one of the model bills in the country right now. Bills that agriculture, industry and the general public can live with and work with. We're still working in Wyoming. Hopefully we'll get there. Money can be made

available for purchasing senior water rights in key areas. There are some waters that are already dried up and there are some areas that are heavily impacted by people. People want that recreation. Why not provide mineral severance money or a general fund money or something to actually acquire some senior water rights in these locations? Give the people some of that water back.

Operating plans of existing water projects can be amended. That's another thing right there. You talk about providing some water below the reservoir and people say, "You can't do that." It's in a three-state compact or it's in the operating plan or it's under a congressional action. These things can be changed, even if it takes an act of Congress, they can be changed. And finally state and local planning can help provide water where it's most needed. There're some areas better suited for industrial development than others. There're some areas better suited for agriculture than others and some of these are even in downstream states. But if that's where the water can most effectively be used, why not? That's blasphemy I guess.

In summary, there already is a western water crisis. Fish, wildlife and recreational needs suffer most from the lack of public involvement and the water planning and allocation process. In most states water is the only public-owned resource...natural resource...which passes into private ownership with no public compensation, often to the detriment of public interests. This situation can be corrected whereby public demands are given proper consideration in future allocations of water. Public and political support is going to be the key, and again, the media is going to have to take the lead in generating that support. With good legislation and land use planning, all historic water rights can be protected and water will still be available for future development and resource needs. Thank you.

LARRY PETERMAN: Next, I'd like to introduce Fred Eiserman of Energy Systems Transport, Inc., or ETSI. Fred's a former fisheries man with Wyoming's Fish and Game.

FRED EISERMAN: Thank you Larry. Larry told me to talk fast so I'm going to try it. First off, John you did an excellent job. The irony of this situation is two years ago I might have been up here attempting to give a talk somewhat the same as John's, and John is doing an excellent job. He took my spot in Wyoming and since that time, with the young blood, I think we are moving ahead in a good direction on this.

Well first off I've got to tell you where I'm coming from. I've actually jumped from the frying pan into the fire. In days-gone-by I used to debate with the agriculture people on minimum stream flows and channelization. I've debated with U.S. Steel on water quality, Bureau of Reclamation on minimum pools, Texaco and Standard on cleanups on the Plat, municipalities for sharing water, greenbelt areas from developers, and I thought well, I think I'll get out of this situation. I'll get with industry, I'll infiltrate and maybe attack this problem from the other side

and then I'll get away from this taxpayer business, being at the public draw, take some of the money that industry's got to give out. Since that time I guess I haven't worn a white hat in any of my situations. I've been with that same black hat so I'm in the same situation of wearing a black hat with the slurry pipelines. I was in Wyoming when the Wyoming Outdoor Council and many other environmental agencies and others looked with chagrin on a development of coal. There were films published, presented. There was a great deal of consternation of those that did not want to see that change of lifestyle, or if it was to be changed, they wanted it was rather orderly, but in most cases the rush came and is still going and the frustrations that were associated with the coal, the uranium and the oil field, dug deeply into those people that were professional conservationists, people that had dedicated their lives to environmental issues in Wyoming. As a result, many of them left. Tom Bell is one example and there are a number of others I can mention that eventually faded away. There are many other people still there fighting this battle.

However, coal is here to stay in Wyoming. Coal is here stay in this part of the West. Maybe what we are looking and still searching for is some sort of orderly development. In the Casper paper two days ago a study revealed no alternative for the use of coal. My own position is I would rather be with Barry Commoner who says there's a transitional period necessary. The economics of this country dictate that a fast changeover from nonrenewable energy to a renewable energy source has to take a number of years and that's the way I envision the coal slurry pipeline proposition. It's a 40-to 50-year proposition. Maybe even less than that. But I think it's one that fits in well with this interim turnover. Now what I am going to do is show you some slides. Some of these slides I think will help show you how I envision the slurry pipeline issue with special reference to the Madison formation of ETSI's project. But the topic is slurry pipelines in your future. I'll wind up the talk with legislation topic associated with slurry, pipelines and perhaps from that you might be able to envision where slurry pipelines might be. So I think that I will go from my comments here to my slides. I have number of other ones but I think that most of them have been said by previous speakers. Oh, I might mention my position with ETSI. That's a good one to mention. I'm not with public relations. I'm not a lobbyist, I'm not in the lobby picture. I am with the environmental impact statement picture. I am trying to do a job for the company and I am their contact with the government. And since I've been with them, I've been associated with projects such as the Woodpecker and Arkansas and we've tried to take some steps before the environmental statement to lessen impacts there. I've been associated with bald eagle areas and we've avoided those. The alligator issue in the Louisiana area...we've managed to take some steps prior to the environmental impact statement. I've been involved with issues of land restoration, social economics, water quality and water quantity. So I think it's been an educational process for me and I am trying to do a service for both sides of the table, both the industrial side of the table and the environmental side. So let me tell you some of the things that have influenced me to take this position with ETSI and to think about the Madison formation as a source of water that would have a minimum impact on those things that I hold dear. Okay.

First off you have to start with two premises. The first premise is that coal mining in this part of the United States is here to stay. Coal production is going to go up. We're going to have to live with that. We're not going to dismantle towns like Gillette or Rock Springs or any of the other boom towns that are now well under way to a permanent existence in Wyoming. Okay, let's go on. I'll just show these slides quickly as I can. As Larry told me, keep on schedule.

Editor's Note: Due to technical recording problems, we regret the slide show narration can't be reproduced.

Okay, why don't we skip the rest of the slides. I want to go into this legislative business. I'm going to hit this real quick because I think it's important with reference to the reason I'm here--slurry pipelines in your future. There is a publication by Roger McDaniel and this is important because you ought to get a hold of a copy if you're interested in slurry pipelines. It's out of the NATURAL RESOURCE LAWYER, volume 12, number three. And he discusses the position of the states with reference to exporting water. I intended to go into this and pick out the important paragraphs but I think that it would be important for me just to mention where he feels Montana might sit with reference to their particular legislation saying no water use for coal slurry pipelines. Obviously any absolute ban on water use falls on interstate customers. What he is saying is that sooner or later, if there is not an effort made on the part of state legislators to really address the water issue honestly...and what he suggests as a final conclusion to it is that the water issues should be addressed within the framework of present state water allocation laws and not on a basis of legislation or political innuendo. And he cites many examples where in the West this has worked out in a satisfactory way. The article--I wish I could have spent more time on the article--is a worthwhile article. By the way, Mr. McDaniels has not necessarily been a very enthusiastic supporter of slurry pipelines so he comes into the picture as, I think, one of our champions, but certainly with a very objective approach to where state governments get into the act and unnecessarily put themselves into the situation where they are inviting federal intervention. Thank you very much.

LARRY PETERMAN: "Water Priorities and Transportation" our next panelist's topic, will be presented from another point of view by John Willard, Burlington Northern's Regional Manager for Public Relations. John.

JOHN WILLARD: Thank you Larry. Does anyone in the back of the room have any difficulty hearing? If you do you can just sleep. It's my privilege to have an opportunity to appear on the same platform of my friend Fred over here. We've met before on similar occasions and I think we have at least a good deal in common in interests, if not in viewpoint. And I think to begin with, I do intend to comment on some of the points which Fred has made here and Fred does a good job of representing the best interest of his people. But I think to begin with I'd like to call

"I see no reason why we won't see a much greater use made of this coal in the next few years and I also see no reason why this coal can't be put to use in a very fine, compatible way with the environment and the area."



attention to the fact that the industry that I represent, a segment of it at least of it, Burlington Northern, is a sizable segment of the rail industry and I might add as well, of the resource industry, so that our interest is not entirely confined by any means to simple transportation, although that's the theme to which I intend to address myself here today. But I make the point only to show that we are concerned with all the resources and very intensely concerned with them and whether these be land for agriculture purposes or for grazing, timber, in which we have a very great interest in both the production of timber on land and in its use, of below surface resources, oil, natural gas, coal and so forth. And I don't think I need to emphasize to any of you people here who are well schooled technically, that no one in his right mind today is going to look at these resources as of the moment, but you're going to have to look at them from a long-term basis. And, I can assure you that it's that basis that Burlington Northern is looking at its resources because we've been here a long time and we intend to be here a long time yet. I think that one other thing that I would like to call attention to particularly on the water aspect of this and that is that for many, many years, our industry has been in the forefront of water concerns and we are some of the founders of the National Water Resources Association of the old Montana Reclamation Association, which at one time was practically the only organization having much to do with water. We still are active in this type of work and will continue to do so.

Since we are involved here today, I intend to make this as brief as I possibly can with the hope that any of you that do have questions will either address them after we have finished here or will talk to me privately if you care to do so. I'd be glad to do that.

I want to comment just briefly on a few things that my friend Fred here has said here and I want to assure him at the start that I am a public relations man and I make no apologies for being one. And I'm not a lobbyist anymore. I used to be one but I don't lobby anymore. I haven't licensed myself for lobbying for several years and that doesn't mean that

I'm unconcerned with the political aspects of things, but I'm just not in that work at the present time. We have some areas of agreement I think, and one thing I'd like to assure Fred is when he says coal is here to stay in the West, I think that any of us who read the reports of that last few days are pretty well convinced that this is true. We were convinced many, many years ago that coal is one of the great national assets, one of the great North American assets and one of the great assets of the entire free world. I see no reason why we won't see a much greater use made of this coal in the next few years and I also see no reason why this coal can't be put to use in a very fine, compatible way with the environment and the area. And I think that a lot of this is being done now.

I think all of us know that during these last few years coal has proliferated tremendously over this entire area which is known normally as the Powder River Basin and extends into both Montana and Wyoming. I personally think that the development of this has been quite orderly although a lot of people, I am sure, would disagree with me and say that it has come too fast. But when you say it's come too fast I think you have to take into consideration the fact that this coal development did come about as a result of environmental protections in many of the areas of the United States and the fact also that this development resulted directly from a demand by people just like all of us who are sitting here in this room today. It was in order to meet that demand that the coal production began in that area. But, also Burlington Northern and other railroads reacted to that by providing the necessary transportation. We are the principal coal hauler in the United States however. And I think the thing that's important here is that in 1968 there were probably only two or three major hauls of coal that we were making. We were hauling around a couple million tons or something like that. I don't remember the exact amount but it was very small. Now, this last year our company moved over 80 million tons of coal. And this capacity and change in movement came about largely because we had foreseen what was going to take place and we had done a lot of core drilling. We had done a lot of preparation for this and I should add at this time that we were not unmindful of other means of moving this coal.

About 1971, shortly after Burlington Northern was formed by merger, Burlington Northern and Bechtel--who was the principal component of the Energy Transportation Systems, Inc. which Fred represents--and Peabody Coal Company (the largest coal company in the United States) went into a temporary consortium to make a thorough study of the slurry possibilities because we did want to look at everything before we proceeded completely on the route of transportation of coal by other means. At that time we did conduct this study to the best of the ability of the three companies and I think it was a thorough study. I'm sure it was. And within about a year in 1972, the consortium was dissolved.

Burlington Northern concluded, without any question, that in all aspects--economic, environmental and other aspects--the unit coal train was superior to the slurry pipeline. We have not changed our posture since that time and I can see no reason, at least in the reasonable future,

why that should change. Because for one reason, if nothing else, slurry pipeline have been around since about the 1890's and I think that their assets and their virtues are pretty well known and I think it is significant today that every railroad, every company in the world, could not survive without rail transportation. But the pipelines are still quite few throughout the United States. There is only one operating today. There was one which was in operation which has since been put out of business by unit coal trains, and I state this only as background. I should add to this that we are at the present time undertaking a very expensive expansion program and are preparing by the mid 1980's to haul between 115 to 140 million tons of coal.

A couple more comments briefly on what Fred had to say here because I think it is important. I think his remarks were important and very pertinent. I think that I'd like particularly to comment on these comparisons with on-site development, and I don't intend to get into the technicalities of that or to debate the assets or the virtues or the detriments or anything of liquefaction or gasification or on-site power or any of the other uses--which may or may not be consumptive uses of water. And, I think I should point out here that while some of them do use large quantities of water, the power people, in particular, have found ways to use air cooling to a very great extent and I am sure their research is going to produce greater results in the past on that than it has up to this moment. I do want to say, however, that I consider this argument--and I have said this openly to everyone in ETSI for a long time--as comparing apples and oranges. We should not be discussing any type of on-site development regardless of what it is, or the question of whether a slurry pipeline is needed or not needed. A slurry pipeline is not a substitute for any type of on-site development. No matter what you do with this coal, how you move it from one place to another, you are at some time going to have on-site development, even if it's nothing but burning it in your kitchen stove. So whether this coal is moved by rail--by unit train, by slurry pipeline or by dirigible or however you want to move it--it's inconsequential as far as the development itself is concerned. We must consider the question of whether this is to move by slurry pipeline or by some other means such as a unit train. Now I want to make that clear without getting into any of the arguments regarding those particular developments. I was quite interested in some of the costs cited here and of course this is a factor. And we all know that it takes a ton of coal to move a ton of water and we have to consider that in the water use. I think it's important, I think it's very important, I think it's critical. And I want to make Burlington Northern's position very clear to all of you at this time as far as that particular thing is concerned. We just simply do not consider the use of a valuable, scarce material essential to agriculture... essential to our very lives through adding it to our body by drinking, through the use of all sorts of domestic uses for cleanliness, anything that you care to bring up...that these are essential sources. That it is not essential to use water for a slurry pipeline when there is a means of transporting that coal--a perfectly satisfactory one that is proven by the amount of use that is being made of it today and it is increasing all the time. That if this is available, and it is, that we should not consider the use of a very valuable western resource in order to duplicate what is already being done and being done well.

As far as the Madison is concerned, I think that we probably could spend the entire afternoon discussing the merits and demerits of all of the arguments about the Madison acquisition. I think most of you know that it is supplied with water which drains off the Big Horns and off the west side of the mountains in South Dakota--the Black Hills--and that it is a deep aquifer. I don't want to appear here as a hydrologist today or to debate this on a hydrological basis. I do want to point out that I thoroughly agree with my friend Fred here when he said that there is very little known about it and that is certainly true. The research that's taken place even to date has not revealed a great deal that we need to know about the Madison. There are many figures. I could stand here the rest of the afternoon, which I certainly do not intend to do, and quote you figures on this. But I think that this is certain: no one has any idea what the recharge into the Madison is. And there have been a lot of figures kicked around about, thousands of acre-feet and so forth about that. But, I think this much is clear, some of the better authorities on this such as the South Dakota School of Mines, put it as low as 8,000 acre feet a year. And when your talking about taking 15, 20 or 30 thousand acre feet a year out of there you do have a deficit. I mean I don't know. I'm not a hydrologist but I do have to rely on the figures that are furnished me by people who do claim to know.

I think some other environmental questions were raised in addition to that of the water and in the water area too. I think Larry just admonished me that I should stay with the water and I won't get back into any of the matters of dust and so forth which Fred raised here, although if you do want to talk to me about it later I will. As far as water is concerned I think I would like to just comment very briefly on the suggestion that water could be used from Fort Peck and some of the other areas and I think there that again we're in a situation where we must consider that it isn't strictly a matter of going over to one of those reservoirs and picking out whatever water you wish from there and feeling that it's free to be used, for any purpose. Right at the present time I think all of you realize what Montana has done in sequestering the water for the use in slurry pipelines and this has been done for a very good reason. I am sure that the legislature was considering many things besides the impact on the rail industry when it made that decision, or those decisions regarding the use of the water. I am sure it has been taken into consideration in other states, such as Nebraska and Kansas, over which the lines would pass. And I know Nebraska is very conscious of its water and the impacts on it. I know South Dakota has been very anxious about what the ultimate use of this water would be out of those various reservoirs and it's because of that apprehension that they have taken the action that they have. I think the costs are very significant in this. Unless I misunderstood--and some of those charts went by a little fast--there was a figure given there for one of these that's \$3,500 an acre-foot and around \$230 a ton for water. Well if we're using that amount of water you've got to have \$230 to move a ton of coal and right now I think probably the highest rate we have for moving any coal is around \$21 so I think we've got some economic problems along with some of the environmental problems that might revolve around the water.

I'm going to conclude now even though we could have a lot of fun going here the rest of the afternoon in this discussion, particularly if we

got away from the water aspects, which I certainly don't intend to do. But I do want to just say one thing very briefly in conclusion regarding Roger McDaniel's statements. Now Roger McDaniel is an attorney. I am not. I'm certainly not going to debate on a legal basis with this esteemed gentleman. However, I do point out that it's a lawyer's opinion and I've been around lawyers all of my adult life and I find that if you get three of them around you, you usually run into four opinions. Until one of the courts in the United States says something definitive, I think we can simply regard these as a lawyer's opinion, to which they are entitled. I do feel that I should say something about the comment that the legislators address this issue honestly. I do not think that you can, in street language, kiss something like this off as being strictly a matter of interstate commerce without considering the rest of the water aspects. And the aspects that are affecting all of the water uses in the state. The states have a tremendous challenge and one that has grown way out of proportion the last few years and I feel that they have dealt with it honestly. Even when they disagree with me, I feel that way. And I think they will continue to do so. I don't think that the states have gotten into these acts unnecessarily and I think it's imperative that every state give full consideration to all of the impacts that are caused by the use of water and that every bit of that use must prove its worth to the state in every aspect. And I think in the case of the slurry pipelines, I think I can conclude without any question in my own mind that this is not a use of water of the type that we should consider as a trade-off for any of our other uses. I consider it wasteful simply because there is a viable, reasonable and presently highly operable substitute for the use of that water. And I thank you.

LARRY PETERMAN: Our next speaker helped tremendously in one of the most important Montana water law development periods. Mr. Willie Day is a former Montana legislator who ranches near Glendive, Montana.

"But the agriculture people that's being led to believe, because of the instream flow that was granted to the Fish and Game Department, that it's going to adversely affect them, are being led down the wrong path."



WILLIE DAY: How many of you people have been in eastern Montana recently? You know when I came in here yesterday I landed in more rain here at the airport than I'd seen all spring. One of the people here was telling me that somebody down there told them the other day that he got up in the morning and the bushes were chasing his dog. And I can really believe that. I guess I earned the reputation of water nut in 1975 in my freshman legislative year when I had the pleasure of serving with Representative Bradley. I enjoyed her speech this morning.

I guess maybe I'll start out on why I feel instream flow is a benefit to agriculture. I should give you a little background on some Montana water law. Montana has been probably the most backward western state in confirming their water rights up until the 70's. But in 1973 they finally passed a good piece of water legislation, the 1973 Water Use Act. Before that there was an attempt to quantify one of the streams in eastern Montana which for as far as water is concerned, is the one that I got most of my information from, and that's the Yellowstone River. The state of North Dakota, Wyoming and Montana did form a compact and Wyoming and Montana quantified certain streams running out of Wyoming into Montana, which showed a lot of foresight I think. I'm sure today you wouldn't stand a prayer of getting that compact approved. It was approved by the three states' legislatures and also ratified by Congress. It's a pretty binding document I think, even though some of the "good old boys" from Texas that come up here are proposing to challenge some sections of it in federal court. But I don't think they think they can win because they have not pursued that.

In the 1974 session of the legislature there was a tremendous amount of filings after the '73 Water Use Act for water use permits in eastern Montana for industrial use. And I was quite interested in the proposals some of the companies were making for using Yellowstone River water. I was serving on the on the Buffalo Rapid Irrigation Board. There's an irrigation district there that has 25,000 acres with four river pumping plants and I'll get into that a little later on. But I had heard some speeches by various people of the Northcentral Power Study about the Montana-Wyoming aqueduct, the uses of water out of the Yellowstone and the draw-down on the stream. Being an irrigator and serving on the irrigation board involved in delivering water to water users, I knew from experience that this was totally unrealistic. No way that the irrigation districts could work if this was allowed to happen. I'd mentioned that year that we needed something to allow portions of the '73 Water Use Act to be put into effect before these people were allowed to acquire all of the water from permitting. Three different bills were introduced that dealt with various aspects of changes that we supported. They met with a lot of opposition and they were put on the subcommittee and along about this time Getty Oil Company filed for 80,000...I think it was 80,000 or 82,000...acre feet of water from the Yellowstone River at Intake. Tenneco or Intake Water Company, a wholly-owned subsidiary, had filed for just a little more water than that just across the river, up above the Intake diversion dam. So Governor Judge asked the Senate to suspend the rules (the deadline had passed on introduction of bills) and they introduced the so-called Yellowstone River Moratorium. The opposition to the moratorium tried to lead the people to believe that nobody could file for water rights

at that time and this was not true. The moratorium was a moratorium on any application over 20 cubic feet per second or 20,000 acre feet storage per year. There are not too many agricultural applications that are close to that large unless they are developing an irrigation project.

Mr. Josephy this morning mentioned the fact of protecting Montana agriculture rights or protecting Montana water rights and I guess if the moderator will allow me I would like to go down the line and mention to you some of the bills and some of the amendments to the 1973 Water Use Act that I have sponsored since I have been in the legislature that I feel did help protect the water rights.

The first bill that I introduced was to not allow the transfer of an agricultural right to an industrial use and that's in the statutes today. Now it was mentioned by Mr. Baughman that something to that effect can occur in Wyoming, and unless they change the statute in Montana, you can't do that.

One other bill that I thought would help the development--and I think this more or less forces some type of steward for large uses of water--is that an applicant for a water use permit with over 15 cubic feet per second diversion or 15,000 acre feet per year storage, must prove clear and convincingly that they will not effect the prior user's right. And that's in the water law today, it's part of the statutes.

I also introduced a bill that called for a comprehensive ground water study in the Fort Union coal-bearing formation, to make a determination of the effects of strip mining on aquifers. We had an amendment that was put on that bill that also included the Fox Hills Aquifer in eastern Montana that is being used at this time by Shell Oil Company for water flooding and this study should be pretty near complete. It's being done by the School of Mines here in Butte and we did have additional money appropriated to that this session of the legislature to finish the study. The so-called Yellowstone River Moratorium that Governor Judge asked for ran for three years. It took the Department of Natural Resources considerable time to adopt administrative rules on what would have to be complied with to file for a reservation of water that was allowed under the '73 Water Use Act. The applications were all filed and there was court action implemented against this and the moratorium would have expired in March of 1977 while the legislature was in session. I carried a bill to extend that and that was one of the harder battles that I fought in the legislature. If you are not too familiar with the political process, it's too bad you weren't there to observe the way the Senate played politics with that bill. And there could have been a little politics played in the House with it too, but it mostly was in the Senate. We were finally successful in getting that extended. The reservations for the instream flow, the reservations for the conservation districts and the municipalities and irrigation districts were finally acted upon by the Board of Natural Resources. I even carried a bill the last session for Tenneco. Now some people brand me as being anti-industry and I don't see how they could do that because I carried a bill for Gulf, the seventh largest conglomerate in the world. It was a good bill. And the bill did just exactly what I told them it would do before I agreed to introduce it. But because I wouldn't

go for an amendment to that bill to allow for taking water across the state line into North Dakota, supposedly for the little town of Beach for municipal use, even though the mayor and city council of Beach weren't aware that they needed water, I was advised by one of the "good old boys" from Texas who was lobbying for that and the Montana native that they had lobbying here, that they would kill the bill if I didn't accept that amendment. So I told them where they should go with the bill and they killed it.

I also had the pleasure of carrying a bill for Senator Gordon McOmber when he was the president that clarified the language of exempting irrigation districts from taxation. The Department of Revenue had attempted to tax irrigation districts and the language needed to be clarified. We were successful in that. During the 1977 session we had two public meetings in the House chambers to get input from people across the state as to what they thought the problems of water were and what amendments they needed so the law would satisfy their desires. Under the 1973 Water Use Act it was stated that all waters of the state would be adjudicated and the Department of Natural Resources at that meeting made the statement that it would take 100 years and 50 million bucks at the rate that they were going. So we introduced House Bill 809 as a committee bill in the select water committee that I chaired. And Representative John Scully more or less maneuvered that bill. We got it through the House and into the Senate. It had a million dollar fiscal impact on it and it was finally decided to table it and put that into a study committee. We studied it during the interim and during the 1979 session. This was the forerunner of Senate Bill 76, which was passed and at this time requires that all water rights be declared by January 1, 1982.

I've only got a couple or three more bills I'm going to talk about and then I'll say something about instream flow. Some of the bills that were very, very critical and very necessary were opposed, very extensively, by some lobbying groups in this state that supposedly represent the interests of the state of Montana and I'm not going to be too bashful. I'm going to call them by name. One of them is the Western Environmental Trade Association and the other one is the Montana Water Development Association. In the 1977 session, Senate Bill 359 was the bill that would have set up a preference system for granting water rights and most people think that's what we need. And I'm not too sure the idea is not all bad. The preference was set up just the way that I would set it up if I was going to support that. It had domestic, municipal, agricultural, industrial and other, and that sounds good. But when that bill came over to the House it was worded, "in the event that industry used a preference then no other higher preference could exercise a right against their preference for 50 years." So that's the type of legislation that has been pushed in our face in the House that really didn't show the interests. They take a concept and then word it in such way that defeats the purpose. In this last session there was a good example of that, Senate Bill 464, which would have repealed the section of the 1973 Water Use Act that allowed for reservation of water, period. This would have done away with all of the municipal and irrigation districts and conservation districts and instream flow reservations. And the aim of that was at the instream flow.

As you are probably aware, when the Board of Natural Resources granted the instream reservations on the upper reaches of the Yellowstone, they gave first priority to the instream and second priority, the lower priority, to agriculture. And of course, the agriculturists were quite upset about this. So rather than try to amend the law and clarify the law, one of the concerns was that under the '73 Water Use Act, when a reservation is put to the use that it was reserved for, it becomes a valid water right. Of course, if you apply for a reservation for instream flow, immediately it's put to the use it was applied for, so it's immediately a water right and the contention of the legal counsel was that the Board of Natural Resources had no authority to alter a valid water right. So there was need for clarifying the language, but we didn't want to throw baby out with the wash. And there was one other, probably the second hardest fought bill I had there. It was a committee bill, a Select Water Committee bill that did clarify the language giving the Board of Natural Resources the authority to go in and reallocate instream flow. In order to get that passed, we had to compromise and I think that's the art of being a good legislator. That is, to take the best you can get, and know when to compromise rather than losing everything. And some of the compromise in that bill you might not agree with, but it's certainly better than what we had and it eased a lot of hard feelings I think between the agriculturists and the people in the Fish and Game Department. One of the things that I've been aware of for some time, and I think it's probably beginning to be more evident, is the action that they're trying to pit the agriculture people against the environmentalist, against the Fish and Game or against sportsmen. There's been an attempt, or discussion I guess--and probably an attempt will be made in the next session--to amend the 1973 Water Use Act drastically and do away with instream flow.

I've been rambling on here for quite a while and I'd like to tell you why I think an instream flow is important. If you've ever been in the business of diverting water out of a stream, a pumping plant--I'm no hydrologist, I guess I should tell you I've got my information and my experience by hard knocks and carrying irrigation shovels over my shoulder, and I think that's probably the best--but if you've ever been involved in pumping water, you have to have a certain head of water, a certain height, for a pump is designed for that efficiency. And when it drops below that, the pump won't put out what it was rated for. And when your stream flow gets below what your pumping system was designed for, then you're down in efficiency. The major portion of the Buffalo Rapid Irrigation Project has 310 CFS pumps. And you can cut the head down on those pumps to 40 percent and they'll put out about 60 percent of their rated capacity. At that time we could only run two of the three pumps at a 40 percent head and if we went any higher than that, they would suck air and they'd suck air and then they'd spin up and they had an automatic device that would kick them out and it would take about 30 minutes to get them back on line. That project was in drastic need for more water in 1961. It was a spring a lot like it is this spring back there where you just couldn't get your irrigation water through. Now I guess the reason that I wound up in the legislature was because I heard a gentleman by the name of Phil Gibbs that was Water Planning Engineer for Region Six out of Billings, the Bureau of Reclamation, and a gentleman by the name of John Gores from the State Lands Department, put on a

discussion about the pros and cons of the Northcentral Power Study in the Montana-Wyoming Aqueduct in Miles City. Mr. Gibbs was representing the very agency that had designed this pumping plant, designed that irrigation project--that's a Bureau of Reclamation Project--and what he was advocating would put that project completely out of business, because he was advocating allowing the Northcentral use of water in the event that we would have had a lower stream flow than we had in 1961 and there's no way that you could operate.

If you're an irrigator and your irrigating the type of crop that we raise down there, during July and August when your out of water for ten days, well you might as well be out for ten years because your done for. You've got to have that water and keep it going over your crops because you can't shut off without it hurting yourself drastically. And there's not too many people in that type of farming. I know I never was in the financial position where I could have afforded to lose a total crop. It would have broke me. Of course, I think being in the legislature has damn near done that. But it was very critical.

Now I haven't said anything about recreational use or fish and game or wildlife habitat as far as stream flow because I think most of you people are probably more aware of the need for that than I am. But the agriculture people that's being led to believe, because of the instream flow that was granted to the Fish and Game Department, that it's going to adversely affect them, are being led down the wrong path. That's a benefit to the existing water users. One thing that it could possibly do is maybe hamper future water use permits, but whether or not you allow agriculture to have future water use permits without the instream flow, that instream flow is going to have to cease anyway when it gets down to where you are affecting the prior user's right. Your not going to shut the prior user off. That's not allowed. A lot of people have a misconception of this, of their present rights.

You're guaranteed under the '73 Water Use Act that first in time is the first in right. And that will hold. I would a lot rather have a little cushion of an instream flow than to be fighting some conglomerate that has an office in Houston, Texas in New York City or in Salt Lake City. If I'm going to be an agriculturalist irrigating on a stream in Montana, I think it's a must that we have a certain amount of instream flow. Now one of the arguments that we hear is that the reservation system of the '73 Water Use Act and the instream flow reservations give our water to downstream states. Now, what I'll challenge anybody to do is to come up with something that ties up water for the state of Montana any better than the reservation system does. If we don't have the reservation system and we don't have the water reserve and they do develop it downstream, we're not going to put this water all to use overnight if industry got all of it. It's going to take time to develop it.

Or if agriculture got all of it, we're not going to put it to use overnight. We need a period of time to gradually develop because irrigation systems cost money, the municipalities that reserve water are gradually expanding. It'll take a period of time for them to develop to the point where they'll need that. The irrigation districts are gradually

expanding, but that costs a lot of money. So we're not going to put it to use one way or another overnight. But when they say we're losing it to downstream states, then I'd like for them to show me the plan that they have to tie up the water for the state of Montana. At least by reserving this water we serve notice on downstream states that we're reserving this water for the state of Montana for future beneficial use. The Board of Natural Resources has the authority to reallocate the instream flow in the event there's a need for other uses in the instream flow that they've granted successive. We have something to go to court on. If we don't have that, we don't have anything when a downstream state develops it. And if you don't believe that, ask the state of Colorado about the state of Arizona having water that runs out of Colorado. During a drought a few years ago I was in Colorado, and I guess the people there were quite upset because they had to let a certain amount of water run by that they could use to go down to Arizona.

I've just got one other comment, I guess in closing. And the two lobbying organizations which I feel, in most instances have acted as the front for the industrial use contrary to the benefits and the rights of Montanans, is WETA (Western Environment Trade Association) and I think they should change the name. I think it should be changed to Western Environmental Trade-Off Association. And Montana Water Development Association should be changed to the Montana Industrial Water Development. Thank you.

LARRY PETERMAN: Harry Miller, a Trout Unlimited leader in Montana will be our next speaker. He's going to address water issues from an active fisherman's perspective. Harry Miller.

HARRY MILLER: I'm going to have to be careful here that I don't get in troubles. I am a Montana native. I went to school over in Missoula. I was there almost seven years getting a four-year degree. I know a lot of people here in the room. They know I'm very comfortable in Levis and boots and outside doing my thing. I also am a management consultant, whatever that might be. I have my own management firm in Billings and have a lot of clients in Butte, Bozeman, Missoula. I travel quite a bit. I'm up here on business and I arranged my business so I could be here for this meeting. I guess maybe I'll wake you up just a little bit by telling you the definition of a management consultant. I don't think that anybody needs to be woken after Willie got finished with us. And it is a hard act to follow. A management consultant is someone that comes in and borrows your watch, tells you what time it is and sends a bill. Now I didn't say whether or not you get your watch back and I don't wear one so you want to watch yourself there also.

The other thing Larry, this long hot summer thing...now I have to be very careful when I start on this, but Butte and Helena are in an area of Montana and I'm from Billings so I'm a little sensitive when they start talking about eastern Montana and long hot summers. But there have been summers when in the Butte-Helena area if you had three days over 90 degrees you knew that was a long, hot summer. So we really don't want to be judged exactly by your qualifications of long, hot summers.

Let me tell you about a little...a quick, brief bit about Trout Unlimited. Trout philosophy is that the preservation and enhancement of cold water fishery resources is paramount. And Trout Unlimited is a national organization. The unlimited part makes a lot of people think that it's similar to Ducks Unlimited. The similarity probably is in name only. I'm also very active in Ducks Unlimited. I'm a regional vice president and handle a lot of the Ducks Unlimited activity in eastern Montana. Ducks Unlimited is easy to sell. Ducks...we can all look up in the air, we can tell whether we have more wildlife or not. Trout Unlimited has gotten a reputation, especially locally in Montana and some of the areas of some of the municipalities in Montana as being environmentalists that get into every issue. And we possibly have been into issues at times that get a little bit off from that philosophy, but if you think about that philosophy it's a very, very hard one to defend. Clean, cold water habitat, and we don't have very many problems. I know a lot of you in this room are Fish, Wildlife and Park people that we work with on our local levels and are absolutely outstanding and there are several of them here. And we just can't say enough about the input that we get. We try and stay in those issues. Try and stay with the things that will take care of the trout and it's habitat. We're not fly fisherman necessarily. There is a federation of fly fishermen. We're not all bait fishermen. We're not dynamiters. But if you look in the ranks of Trout Unlimited, and I think there are a lot of people that never have realized this, there are a tremendous number of business people. There are a tremendous number of professional people. There are a tremendous number of blue-collar workers. Trout Unlimited is growing drastically in Montana. There are a lot of people that have lived in Montana three years and feel, "I've been there all my life," and that's great. They're the people we need.

And the thing that I want to appeal to you as outdoor writers and also to the department people here, we need to contact that segment of society that lives here, that travels here; that uses the resource, and wake them up to what Montana has. To what we have at the moment, to what we've lost, what we're losing right now. Not only the large things. Not only the possibility of an Allenspur Dam on the Yellowstone River, which is the last free-flowing, major river in the 48 continental United States. There are some small diversion dams on the Yellowstone, but basically there's not an impoundment on the Yellowstone. And we not only need an awakening and awareness of the people that read your articles and that you reach through the media of this sort of thing, but also the small things that we're losing every day. The small little feeder creek that comes into an even smaller stream and then into a more major stream where, through thoughtless, nonrealization of what might be happening to the environment, something happens to that stream bed. Or something happens to the bank and we end up with problems--siltation and so on.

I think it's very tempting to talk about the favorite fishing place in Montana or the four or five-pound trout that got away. They're the things that automatically bring people's eyes to the headline. To the article that your reading... to your livelihood. Montana...it's now Montana Fish, Wildlife and Parks... I always have to catch myself because for some many years it's been Montana Fish and Game...has changed, I think, in their approach and in their contact with the sports

people...sports persons. And they've looked at the things that we really have of value in Montana. The wild fishery. Not everyone can come to Montana and catch trout. I'm the best example of that. People think I fish all the time. Since I've been involved with Trout Unlimited I barely fish at all. I have a family there in Billings that seems quite hungry and everytime I turn around they'd like something to eat too, so I earn my living out of Montana. I take my living out of places like Gillette and Rock Springs...excuse me, not Rock Springs yet...Gillette. Gillette, Sheridan, but I travel to these places and I need fuel for my car. I'm interested in energy conversion and whether or not I'm going to be able to travel Montana. So I want to approach you as one of the consumers of your information and the things that we need. When I travel nationally, and I've been very fortunate through Trout Unlimited to do a lot of national travel and meet people from areas of the country that some of you probably represent. Some of the most dedicated people I know are in West Virginia and New York and Pennsylvania. These are the people that are at Trout Unlimited meetings on a national basis all the time. And they're kind of at odds sometimes. We call them the eastern coalition versus the western coalition. We're talking about the things that we have now. The things that we're beginning to lose. Those people don't understand that at all. I mean if you talk to someone in Atlanta, Georgia about fishing in Montana, it's like talking about leaving for Australia fishing from here, or Alaska. They think if your from Montana that you live in a wilderness area that has fantastic fishing and they're interested in restoration. The acid rainfall thing that we run into. The rock rolling. These people are going out restoring little, tiny streams that are gone.

Montana, unfortunately, and I think Wyoming too, have an awful lot of people that are like myself. They've grown up here. They've been here all their life and if something happens to their favorite stretch of the Madison they move up ten miles. I mean after all, you know, we're talking about a length of river that you can barely drive in one day. People move around. If you come along and someone has done something to a stream and the fishing is off in that portion of the stream then they move over to Rock Creek or they move over to the Clark's Fork or they go to all these streams that people read about and that you write about, that people want to be on. And I think that the things that we get most from our people here, the input that we get most to help us remember, are the things that we are losing. The little bits and pieces that we lose all contribute to the overall downfall of our eventual situation and hindsights always 20/20, but it's interesting to travel the other parts of the nation and talk to these people that have been through it.

Today I'd like to ask you to do something for us. The outdoor writers...tell your readers...tell the average person...I know, you know I'm not the type of person that picks up a newspaper or a magazine and looks at an article as quickly about something about environmental issue as I might about how to fish for a 30-pound brown trout at night. But we've got to get that into your articles. Approach the fisherman. Approach the sports person. We need preservation as the first of our water uses. You know, we're so fortunate that we have what we do have left here and that we have the ability to go ahead and try and restore some of the things that we've lost. Again, I need to make my living here. When Willie and I

kind of re-met each other earlier today, he mentioned the fact that Trout Unlimited and agriculture people have worked together. If you'd said ten years ago that environmentalists and agriculturists would be talking and working on certain things people would have said, "I don't believe that's so."

You know, the environmental movement is probably in a different place today for sure than it was ten years ago. But in Montana there's been a tremendous amount of realization that you have a very small amount of water, you have a very large need and it needs to be taken care of by everybody that has the use here. The hydro thing...I could get into a whole separate thing on that. The Yellowstone is a treasure. You talk to anyone from this area and they talk about the Big Hole. We have so many good rivers in Montana that I guess we all kind of own and protect our own. Allenspur Dam...the scenario of that to anyone that's ever really sat down and spent some time in Paradise Valley and thought about the fact that other places in the country have had similar things and are losing it and what do we lose it for...what length of time. Willie said well, let's take a look. You know, the legislators in Montana have done some very, very good things for us. There are some more things that need to be done. And it has to be a blend. I need a job. You need a job. But it doesn't all have to be done overnight and it has to be done with everyone's long-term goals as best filled as possible. We see a lot of things that are a threat to water. A lot of them have been mentioned today. A lot of things is beneficial use of water that have been mentioned today. Instream flows... water there for wildlife, fish, for taking care of the habitat and the natural environment the way we found it. The way that it was many, many years ago when people first started settling this part of the country, are very important. The average person doesn't read about that. You know, the articles that we read every day that tell about this sort of thing, the development things, the energy things and so on, fail oftentime to get into the other side of what's happening. What the loss is...what the gains are. We're most especially interested in anything that feeds on depletion of down-stream water. Because the more depletion we see of down-stream water, the more the agriculturalists can't keep the right head on their pump, the better chance is that someone says "Let's put up Allenspur Dam and hold that water back." There are lot's of good arguments that say it's feasible to hold back the water. But when you start looking at the hydro and the impoundment and everything else, we have a real battle to fight.

I'll lay off the writers for a moment and go to the Fish, Wildlife and Parks Department. We want our dollars as sportsmen, those license dollars, to go to our benefit for the resource, for the defense of the resource, for habitat, for enhancement. And we want you to be the leaders. The rank-and file of Fish, Wildlife and Parks are our everyday contact. Now I look around and see some of the people here and think of the number of nights that they've taken out of their own family's lives and traveled to meetings, both industry and agriculture, environmental, to try and be there to try and help. To try and do the things that we need. It's just astounding. We can't thank them enough. But we want aggressive leadership in the departments in state government, to use our

taxpayer dollars, to use our license dollars to go out and be the leaders in the defense. You know, let's not give it up until it's obvious that there's a beneficial use for all in giving it up. And let's analyze where we're at and we're looking to you to do that.

Again, Fish, Wildlife and Parks, we want you to alert the citizenry. Education. There's a lot that has to be done on pursuing the reservation system...what's going to happen to the reservation system. Fish, Wildlife and Parks again has been a lot of our input to what's going on here. We need you to enforce the stream-bed acts and the bank preservation as we have it now and enhance that. We need it on the big streams and we need it on the small streams, as I mentioned. We need alternatives to dewatering. We have to get out and help agriculture in that one in a ten-year low period, or two in ten years...three in ten years. Again, my thanks to the rank and file. I'm not nearly as good, again, about reading about the environmental things as I am reading about catching big ones. Stocking programs maybe in the past have sold more licenses, but we're beginning to realize where that fits into the scenario also and you people here are our hope, as the ordinary person that reads your information or takes of your services from government agencies to get the job done. Thank you very much.

**Sagebrush
Rebellion**

The Sagebrush Rebellion

Moderator: Gene Decker, Associate Professor of Wildlife Biology,
Colorado State University

1. "The U.S. Bureau of Land Management Perspective"
Frank Gregg, Director, BLM, Washington
2. "What it Means to Cattlemen":
Elmer Hanson, President, Montana Stockgrowers Association
and members of the National Cattlemen's Association
Board of Directors
3. "A Historical Perspective from Utah":
Bernie Shanks, Utah State University
4. "How Will it Affect the States":
Huey Johnson, Secretary for Natural Resources, California

GENE DECKER: Frank Gregg was a journalism major at the University of Colorado. He spent six years with the Colorado Game, Fish and Parks Department, including a term as executive director. After that he was on Secretary Udall's staff in Recreation, Fish and Wildlife. He had a term with the Conservation Foundation, Washington D.C. and was on the New England River Basin Commission. He came to BLM as the director in 1978.

THE SAGEBRUSH REBELLION: WHAT IT IS,
WHAT IT ISN'T, AND WHERE IT'S GONE

"The fact is that these lands aren't their's to manage. They belong to all of us. We all pay for their management and we all benefit from their use, though westerners benefit more than the rest simply because they're there."



FRANK GREGG: So much dust has been kicked up about the "Sagebrush Rebellion" lately that it's hard to see clearly anymore what it is and what it isn't. I'd like to spend some time today clearing the air.

What the Sagebrush Rebellion is, is three distinct strategies for changing the management of public lands.

First, it is legal strategy, initiated by the State of Nevada, which asserts jurisdiction over the unappropriated, unreserved Federal lands managed by BLM. It is based in large part on the argument that because so much of the State is in Federal ownership--some 87 percent--the State is not on an "equal footing" with the eastern States. The State says they will bring suit soon. The legal issue will, no doubt, have to be resolved in the Supreme Court.

Second, the Sagebrush Rebellion is a legislative strategy, embodied in Senator Orrin Hatch's legislation introduced in the Congress this year in order to precipitate a Congressional decision to transfer jurisdiction of both the BLM and Forest Service lands to the States. No hearings have been held on the bill or on its companion in the House introduced by Congressman Santini. Without arguing the reasons in detail, I don't think it's likely that the Congress will divest itself and the American people of the tremendous array of resources represented on the public lands and the National Forests.

One would suspect that at some point the National Forests would be dropped as an apparent "compromise," reducing the proposed transfer to lands under BLM jurisdiction.

Given the tremendous concentration of coal, oil shale, tar sands, oil and gas, uranium and other energy fuels on the public lands--plus the growing public appreciation of the role the public lands play in defining quality of life in the West--I would be very much surprised if the "compromise" would receive serious consideration from the Congress as a whole.

Congress has spent a lot of time recently setting policy for public land management, beginning with its consideration of the report of the Public Land Law Review Commission, the 1976 passage of the Federal Land Policy and Management Act, the 1978 enactment of the Public Rangelands Improvement Act, and the Coal Leasing Act amendments, etc.

Third, and probably most significant, the Sagebrush Rebellion is a loosely organized political strategy for gaining specific changes in how specific programs on the public lands are administered--programs such as livestock grazing management and the review of public lands for wilderness potential.

Beyond these three rather specific roots, the Sagebrush Rebellion has grown into something more pervasive--a broad expression of frustration with the role of Federal government in the day-to-day lives of Westerners. Public land management is a part of the picture, but the frustration also includes Federal energy policy, the secondary effects of environmental pollution control requirements, defense policy and the MX, governmental regulation generally and the Federal government in particular. In more recent months, I'm certain that the awareness of the energy riches of the public lands has attracted new adherents. But it's accurate and important to emphasize that at its root the rebellion is an understandable and quite possibly desirable reaction by certain public land user interests, most pervasively elements of the public land livestock grazing industry, to the Bureau's steady progress in implementing the balanced multiple use management program called for by the Federal Land Policy and Management Act.

At the same time, there are a number of things the Sagebrush Rebellion isn't. It is not new, for example. In fact, efforts to transfer Federal lands to States--or to private parties--is a nearly predictable cyclic phenomenon. It happened in the mid-1800's. It happened again in the 1920's. Bernard DeVoto got a Pulitzer Prize for, among other things, his writing in opposition to a similar movement in the 1940's led by several western members of Congress.

It--that is, the question of ownership--is not really a development versus preservation issue. While the oratory emphasizes concern for the economy of the West and of specific resource values, the issue over time may prove to be as much competition among development interests--agriculture versus energy development or ranching versus land development--as between preservation and development.

The rebellion is not, in my view, a West versus East issue. At its heart, it is an issue within the West--a regional version of the continuing national debate over difficult and complex tradeoffs among conflicting

values and uses of limited pieces of geography. And it represents, among other things the changes that have occurred as the old West has given way to the largely urban, sunbelt booming, new West.

And for similar reasons the Sagebrush Rebellion is a Federal versus State issue only in a general way, because regardless of who is in charge, the conflicting demands will exist nevertheless. The competing interests BLM seeks to balance at the national level exist just as strongly at the State and even local level. The issues will not go away with a change in ownership.

That is why I have said repeatedly that the question is not whether the States are capable of managing the resources of the public lands. With time, money, people and an honest commitment to multiple use, they could. That's not the issue. The fact is that these lands aren't theirs to manage. They belong to all of us. We all pay for their management and we all benefit from their use, though westerners benefit more than the rest simply because they're there. The real question is whether State management is in the best interests of the West and the Nation as a whole, and I am confident that the answer is no.

If we started from scratch again to set out the criteria for developing effective public land policy we would provide for:

- land disposal for growing communities;

- land for irrigated agriculture (and the conflict won't be whether there is enough land but to what uses limited water will be assigned);

- land and resources for energy development;

- food production (on arid lands, livestock production);

- timber production;

- wildlife habitat maintenance;

- outdoor enjoyment, whether ORV or wilderness, with special reference to urban needs;

- protection of archaeological and cultural values;

- and so forth.

In short, a fresh look at policy for managing these lands would produce the multiple-use, sustained-yield policies FLPMA provides for. And we would soon conclude that, in the interest of national equity, balance among conflicting uses in the West, balance between western and national interests that large-scale public ownership could be the best basis for management.

To the extent that the Sagebrush Rebellion has coalesced a number of western interests with strong points of view about how public lands ought to be managed, I think it's productive. We should emphasize, however,

that most westerners have not joined up. The only westwide poll I've seen showed a majority of people in all the western States except Nevada in opposition. To the extent that the Sagebrush Rebellion draws attention away from the central issues in land management, it is a costly waste of energy, in my opinion.

My response has been, and continues to be, to seek new working relationships with officials of elected general purpose governments throughout the West and to try to help improve the base of information and analysis needed to make cooperative decisions a reality:

we are funding a project with the National Governors Association to resolve long-standing western range management issues;

we have reached agreement with the National Association of Counties on a process for making our plans consistent with State and local policies and programs and--where they exist--approved plans;

we are working with the Western Conference of the Council of State Governments to help them assess how States are organized to affect public land policies and plans;

and we have developed a wide array of open and cooperative working relationships with State and local government and private interests in

- coal leasing
- livestock management
- wilderness review
- energy facility siting
- land sales
- and many other programs.

If the purpose of the "Sagebrush Rebellion" is to raise public consciousness about the need for better, more sensitive, more genuinely cooperative public land decisionmaking, then I would suggest that it has succeeded. If its purpose is to secure permanent special advantage for a wide array of narrow advocacy interests, I trust it will fail. We need to move away from public posturing on short-term, limited vision needs and manage the public's resources on the basis of broad public interest concepts. That observation, I should note, applies as forcefully to particular segments of the environmental movement as it does to those whose primary interest is in the economic production functions of the public lands. And I intend to use the Sagebrush Rebellion consciously to achieve that objective.

GENE DECKER: Elmer Hanson is a rancher from White Sulphur Springs, president of the Montana Stockgrowers Association and director of the National Cattlemen's Association. His cow-calf ranch is in the the White Sulphur country along the Smith River and Sheep Creek. Part of his ranch was homesteaded by his grandfather in 1881. He has grazing leases on both BLM and the Forest Service and is currently on the Grazing Advisory Board of the Lewis and Clark National Forest.

"...a growing maze of federal rules and regulations implemented by the BLM and restricted access to federal lands to ranchers, loggers and miners, that along with the nonmanagement of wild horses and burros is what triggered the Sagebrush Rebellion."



ELMER HANSON: I visited Frank Gregg in his office in Washington D.C. a year-and-a-half ago. We talked about range improvement. He had money at that time for range improvement which is held up by RARE II studies, and some of that was released last summer. But, we're too late in the season to be effective. The Montana Stockgrowers Association is 96 years old. The Montana Stockgrowers Association has believed in the multiple use of public and private lands. They have worked for the good of the industry and public relations with not only consumers but also with other land users and recreation people. The stockmen are soil and water conservationists, and they were probably environmentalists before the word was even phrased. I have lived on the same ranch all my life and we have more fish and big game animals there now than we did when I was a boy. We also have more sportsmen there. Especially fishermen. The Smith River never closes and it's open for fishing the year round, with somebody there pretty near every day fishing. Ten percent of my grazing is on public land. I have been asked to talk about the stockgrowers and the Sagebrush Rebellion, our state convention will be June 5 - 7, and I know there will be several resolutions introduced on the subject.

The term Sagebrush Rebellion was really misnamed by the press and it should have been States Rights Legislation. But as Frank Gregg said, the war is over half won and livestock people and public land users of the West really have some victories. One of them was probably having Gregg come to this meeting here today. Two years ago or more, if you had any kind of a land users meeting and you asked government land managers to appear or take part in the program, very seldom could you get one to attend. A lot of times they wouldn't even answer the mail. Now, since this Sagebrush Rebellion has went as far as it has, you can get any land management person to talk to you any place, any time.

With the passage of the Federal Land Policy and Management Act in 1976, Congress announced it's intention to bureaucratically control public lands. Until this time, the states hoped to someday get rid of their unwanted federal landlords and reclaim the vast percentages of the public

lands within the state boundary. Since 1976 controls have been tightened on land use and the West has begun to feel the impact of federal intervention in private and state matters. In the area of gas and oil exploration and range improvements, commitments by the government to preserve land was expressed in RARE I and RARE II studies. Explorations of oil and gas, timber processing and grazing were held in abeyance. By that I mean that improvements were held up and attempts at management plans were held back and a lot of rule changing and management decisions were switched without very much notice. BLM has money for range improvements, but they had to wait until RARE II studies were completed and EIS statements were written. When a piece of land is being studied for wilderness, you can't go out and do any improvement work because you might change the basic nature of the land and it wouldn't be wilderness anymore. This and a growing maze of federal rules and regulations implemented by the BLM and restricted access to federal lands and to ranchers, loggers and miners that along with nonmanagement of wild horses and burros is what triggered the Sagebrush Rebellion. The wild horse population is increasing at the rate of about twenty percent annually. There were some wild horses southwest of here by Bannack and they couldn't be captured because the people that were in love with the wild horse had restrictions on what BLM could do with them. They captured one and they had somebody adopt it and a lot of money was spent on checking on the horse afterwards. And last year those horses were all of a sudden captured and removed from this land. It wasn't any big issue or anything. The BLM decided it was time to take care of them. That's one of the things that Frank was talking about that we've probably already won the war. The lack of control of predators is one thing that is still an issue that's unsolved. You're not supposed to control any coyotes except the ones that are proven to be bad guys. It's kind of hard to tell which coyote that is. By the time you find out which one is the bad one, you've had some losses. One way of referring to the Sagebrush Rebellion is that the Mason Dixon line now runs north and south rather than east and west. But as this topic is discussed further, you find people in the East are concerned about historic trails and parks and historic landmarks and government taking more private land into government management and control. So when some people in the East start getting a historic trail through their property they will probably think about joining up with us in this project. The federal government was to manage...I'll back up a little bit. Other western states now claim they were blackmailed into surrendering control of management of their non-deeded lands by the Union when they became states. The federal government was to manage these lands until the states could do it. It was not required of eastern states to give up their public land. But when the western states or the western territories became states, of course there was such vast areas of this land that the federal government said we'll have to manage it for you until you are able to. The federal government manages today over 50 percent of the land in the West. Ranging from 22 percent in Washington state to 87 percent in Nevada and 96 percent in Alaska. Thirty percent of the state of Montana is federally controlled, plus five percent is owned by the Indians and five percent by the state of Montana. The State Land Board manages around 6,000,000 acres of land and some of that is in large blocks in the state and the livestock industry feels that the state's done a good job of managing this. It's not required a large staff of people. I

think the sportsmen have pretty fair access to most of that land. There are four federal agencies managing land in Montana. The U.S. Forest Service, BLM, U.S. Fish and Wildlife Service and National Parks. They manage 26,616,000 acres. Montana has 8,140,000 acres of national resource land under control of the BLM. The Forest Service, in their land management area, has 3,150,000 acres of suitable land for grazing. The rest of their land is pretty timber or mountain tops and rock piles. There is some question with other states talking about the Sagebrush Rebellion legislation, whether to divide the subject between BLM and the Forest Service. Nevada only addressed it to BLM. There's not much Forest Service in Nevada, so they were not really concerned about it. The six western states have adopted legislation similar to Nevada Assembly Bill 13, which claims public land retained by federal government within Nevada borders. Section six of this Bill states how they intend to manage this land and I would like to read that. "The public lands of Nevada must be administered in such a manner as to conserve and preserve natural resources, wildlife habitat, wilderness areas, historical sites and artifacts, and to permit the development of compatible public uses for recreation, agriculture and transmission of energy. And other public utility services under principal of multiple use which provide the greatest benefit to the people of Nevada." And Section Seven says "...there should be little change in long-term grazing permits and other uses of this land." Now some land would need to be sold for providing room for western industry and increased population. Obsolete factories in the East and development of energy in the West is certainly going to bring some change in the industrial part of the West. If homesites are a problem...you talk about so many homesites being on agriculture land... these large areas of public domain land are not accessible for home-sites...so the first choice for a home-site is a piece of more productive land that someone owns that you can buy a piece of and build your home on. That could be a change in land use that could be coming in the future. This entire concept would take several years and a great deal of thought, but at the present time Montana can sit back and watch these other western states because our legislature doesn't meet until next January so we can kind of see what other states are doing. We have been to cattle association meetings of all the western states and the people there interested in Sagebrush Rebellion legislation have kind of agreed on a uniform method of going at this so that it will be kind of a well planned thing rather than each state going its own direction. I do not think many government employees would be removed from the payroll, they'd probably just be working for the State rather than the federal government. But local management done by people raised in the area would be more effective and responsible for the regulations since they are able to adapt themselves to problems and be more readily informed than people trying to do it from the bank of the Potomac River. Like Gregg told me, this is the first time he has been out of his office for three months. He sure was glad to be here. I was back there for three days and I can sure agree with him. Thank you for listening to me.



GENE DECKER: Bernie Shanks is going to give us a historical perspective of this situation. Bernie is a member of the faculty at Utah State University, specializing in public land policy. He did his under-graduate and his masters work at Montana State University and he did his doctorate at Michigan State. He has worked as a park ranger in Yellowstone, Grand Teton and several other parks and as a smoke jumper for five seasons for the Forest Service and BLM. He is the author of numerous publications, articles on conservation and public land policy and his first book, "Wilderness Survival" is due this fall.

... "the Sagebrush Rebellion is a regional political movement. It is riding on mythology, intent on trampling and slandering public servants under the guise of citizen activism. And under this veneer, the movement has greed disguised as philosophy."



BERNIE SHANKS: Let me say at the start, although I have lived in Montana for ten years, my last eight years I've spent in Nevada and Utah, which is-has been-the hotbed of the Sagebrush Rebellion. I bring that perspective here today, and compared to those two states of course, the politics of Montana are sort of what I call liberal compared to the politics of Nevada and Utah.

The Sagebrush Rebellion is called by some the second American revolution, and certainly at stake is a vast heritage of land, a vast empire of land. 174,000,000 acres of BLM land in the 11 western states, over 200,000,000 in Alaska and 150,000,000 of Forest Service lands in the western states. While the movement of the Sagebrush Rebellion may be called the second American revolution by some, and as a descendant of somebody who fought in the first American revolution, I only wonder what old Michael Shanks would have thought of this second American revolution. If he could see in the future when he stood in formation when Cornwallis surrendered 200 years ago, how would he have regarded it, this second American revolution? And I wonder if you would agree with me that there's something a little revolutionary about greed. And I start with that perspective. That the people behind the Sagebrush Rebellion really intend to transfer the lands to private ownership and this rebellion and others like it in the 1920's and the 1930's and the 1940's lie on a firm bedrock of

greed. Well, let's look at the public lands, the federal lands. In that first 100 years after the American Revolution there was undoubtedly a great deal of waste and corruption. This nation squandered its public lands and squandered its resources. It gave far more lands to railroads and corporations than it ever gave to schools and colleges. Most homesteaders, according to some historians, ended up losing those lands to land speculators and those with money and political influence. The history of that first 100 years is a dismal story. It's a story of broken promises to Indians, to war veterans, to poor and landless people of this nation. In the West, stockmen were leaders in diverting the Homestead Act to the settlements of blocks of land and preventing legitimate settlement of western land. It's one of the reasons we have the Bureau of Land Management lands today in a scattered land ownership pattern. But the history of the public lands, particularly in the 20th century, has some very noble aspects. We have set aside public lands as part of our history, as part of our frontier, as part of our great biological and natural heritage. We have one of the finest wildlife refuge systems of any nation on earth. We have pioneered the concept of national parks, an idea that spread throughout the world. An ideal started right here in the state of Montana among pioneer Montanans. And finally, we have pioneered conservation efforts in the use of public lands for a variety of purposes. And I have certainly criticized the BLM probably as much as any one in this room, but I don't think there is any doubt we have made great progress in the conservation of natural resources. So during the last 100 years, particularly in the 20th century, I think it's gone a long way to compensate for the greed and selfishness of the first 100 years. But today we have those who would turn back the clock on public lands to an earlier exploitative era. There are several myths related to sagebrush rebellion. One of those is that somehow we should give these lands back to the States. And a most elementary understanding of public land history will demonstrate that this idea is absolutely and totally false. During the original Continental Congress, the 13 colonies debated over the public land issue for many months. In fact, it held up the ratification of the articles of confederation. The reason was there were about six colonies led by Virginia, Georgia and others that held vast land claims west of the Appalachian Mountains in wilderness lands between the Mississippi River and the crest of the Appalachians. They couldn't decide what to do with those and the small states like Rhode Island and other New England states who did not have western land claims feared that Virginia and the other states would dominate it. And led by Thomas Jefferson, the landed colonies--the original states--decided to deed those lands to the federal government. That was 233,000,000 acres. They did that in a very magnanimous gesture. They did it because they understood its importance to consolidate this new nation. And that land was the first and virtually only source of power that the new nation had. It paid off war debts and it was a source of influence for the new government. But because those states--those original states of Virginia, Georgia and the Carolinas, had deeded those lands to the federal government, they wanted to make sure that the other states that were carved out of that 230,000,000 acres did not retain their lands either. And those original states always protested any large land grants to the states when they entered the union for the simple reason that they gave up a vast empire of land to national interests. They also firmly believed that no one state should benefit from those because the entire 13 colonies had fought in the revolution.

Well, I live in Utah and I've lived in Nevada and we hear talk that somehow we should give these lands back to those states. Well, I feel like if we should give them back to anybody, we should give them back to the U.S. Marine Corps. Why the U.S. Marine Corps? There wasn't a territory or a state of Nevada and Utah when the U.S. Marines marched into Mexico City and persuaded the Mexican government to deed it's northern territories to the United States. A territory that includes the states of California, Nevada, Utah and New Mexico plus part of Colorado and Texas.

Another myth of the Sagebrush Rebellion is that somehow the West is a colony of the East. And I'd like to spend a little time on that because it is one of the most persistent myths in the West. I've found its historic roots partly in the writings of a noted Texas historian, Walter Prescott Webb. It was also the perception of Gifford Pinchot, the first chief of the Forest Service. But the idea that we have an East versus West conflict is a very simplistic impression and it does not apply to public land policy. It may apply to environmental policy when you talk about clean air and clean water, but it does not apply to public lands. Throughout the 20th century the key influence over the public lands has been the House and Senate Interior Committees. And what is the role of the Interior Committee? They filter out a lot of legislation. They concentrate the power of those congressmen and senators on those committees and those members specialize in policy. And it's particularly important in the House where there are so many congressmen. We developed specialists in our congressional committee structure and who has sat on the House and Senate Interior Committees in the 20th century? Those have been dominated by westerners. I mean about 80 to 90 percent of the congressmen who have sat on those committees have been westerners. And that is the key point to understanding public land policy--that committee structure--because they filter out the legislation and they control it. The chairmen of those committees are usually westerners, born and bred. You can start with 1900 and look at the major public land laws that have come out of congress and they have always been dominated by westerners. Western Congress-men have been architects of them and they have controlled their destiny in the United States Congress. The Reclamation Act of 1902 has funneled hundreds of millions of dollars into the West. It is limited to western lands. That act is usually called by historians "the Newlands Act," not new lands, but for Senator Newlands, the senator from Nevada who was it's major sponsor. What was their major grazing act? Still is The Taylor Grazing Act. Who was Congressman Taylor who guided that bill through Congress? Who was this architect? A Congressman and rancher from Colorado. Early in this century Utah's Senator Reed Smoot served for 28 years on the Senate Committee on Public Lands and Surveys. He was chairman of that committee for more than half that time. He was a very conservative senator, but he also championed the public control of western forests. He championed the creation of national parks. That's one reason Utah has more national parks than any other state. And he was very much concerned with the exploitation of our public resources and it wasn't just in Utah that there were conservation-minded senators throughout the first 30 or 40 years of this century. Francis Warren of Wyoming had similar views to Smoot. Thomas Walsh, the themist

progressive politician from Montana, a man who exposed the teapot dome controversy, was another advocate of public control of the western lands. Keith Pittman, another Nevada senator along with Newlands, was of like mind. So it hasn't been the West versus the East. And I think you could ask any conservationists in the United States, "who have been the leaders say in the 1970's, of conservation legislation?" Some of them have been from the East, but none of them have a higher reputation in the eyes of conservation than Morris Udall or Montana's own Lee Metcalf. So the national interests may have dominated the environmental issues like clean air and water, but they have not dominated public lands. An example would be the Wilderness Act of 1964. The Wilderness Act had widespread support throughout the United States. It had the support of the President of the United States. It passed the Senate on three different occasions over eight years. There were never even hearings held on it in the House of Representatives, let alone a vote. Why? Because Wayne Asbenall, congressman from the slope of Colorado held it hostage by virtue of his position as chairman of House Interior Committee. When he got in the Wilderness Act the provisions he wanted--grazing in wilderness, a prospecting and mining provision and a water development provision--he said fine, I'll let it come up for a vote. When it did, it passed the House of Representatives with one descending vote.

Let's look at some more recent legislation that has been introduced and led through the House and Senate by western congressmen. The Payments in Lieu of Taxes Act. One of the principal supporters of that and floor manager of it was Congressman Santini of Nevada. The bill, of course, provides federal dollars to counties in lieu of property tax. Take the Federal Land Policy and Management Act, as Frank Gregg has pointed out...who are the leaders of that bill? Melcher of Montana, Udall of Arizona, Roncalio of Wyoming and Congressman Santini introduced numerous amendments that I think weakened the Federal Land Policy and Management Act, before it was adopted by the full House. So the western input on that bill was overwhelming. And on the negative side, we've seen western congressional interests prevent the modification of the 1887 Mining Law. The first President that I've seen that suggested that we should do something about that outdated law was Warren Harding, hardly a leader in conservation. And why don't we have reform? Because we have congressmen like Jim Santini who sit on the House Subcommittee on Mines and Mining. He's not about to hold hearings or let any legislation through that doesn't serve his mining constituents. Another recent example, the Range Improvement Act of 1978. All the way through, it's dominated by westerners. And even last year the McCone Amendment. It is an excellent example. It was a special amendment for special treatment to the western livestock industry. It essentially legislated over-grazing on part of the public lands. The conservation groups could not stop that amendment. Or did not. And one of my favorites is that much maligned Wild Horse and Burro Act. You would think, to hear westerners talk, that that bill was forced down westerners throats by some hysterical group of dicky bird watchers from the East. Nothing could be further from the truth. Of the original 12 or 13 sponsors of that bill, every single one was a westerner. It was introduced and pushed through the House by Walter Beering of Nevada. And it was pushed through the Senate. The only western senator who voted against the bill, by the way, was Cliff Hanson

of Wyoming. And yet today we are sort of led to believe that somehow that bill was forced down our throats. And not only that, but one reason why BLM has a history of weak management was that same western congressional district. There was a very serious attempt to take over the lands. The last serious attempt was in the 1940's. It was led by a senator from Nevada and a result of that was the grazing service the predecessors of BLM lost half of its personnel and appropriations. And Senator McCharen said that's the way he wanted the agency. He wanted it weak enough where it didn't get in anybody's way, but still funneled enough money through the agency for range improvements to provide improvements for the western stockmen.

There are other examples of western influence over the public lands. The Secretary of the Interior is generally earmarked as a presidential appointment reserved for the westerners. And I well remember when Nixon appointed Roger C.B. Horton, who was from the East, how upset westerners were that the Secretary of the Interior was not a westerner. We hear how somehow there are these eastern bureaucrats and yet the top school that has provided land managers in the BLM, according to a survey I did, are graduates of Utah State University. The next highest school is Montana State. So the personnel are from the West. The Secretary of the Interior is from the West and the legislation that has been created, supported and pushed through congress is from westerners.

Another argument the Sagebrush Rebellion people have is that somehow they have this moral right to the land. Or, it's sometimes argued, that it is the state's right. But behind that is still special interest groups, and that was the case in the 1920's, the 1930's and the 1940's. One of the most interesting things to me was Congressman Astenalls' public lands commission. As you know, that was the fourth public land commission. The third one was called the Garfield Commission in the 1920's. It was Hoover's contribution to the public lands. As you might expect, Hoover's commission recommended turning the lands over to the states and there was a great deal of sympathy for that and there were hearings held, one of the hearings that I enjoyed, the Governor of Utah, in a classic quote, said something to the effect that "what do we want with anymore of this precious desert heritage?" He said, "We have millions of acres of it that we can't sell and we can't earn any money from and why do we want any more?" Well, these same groups want it now simply because of the energy resources. They are now truly precious heritage, and they want them.

The other thing that I think is interesting to look at with those who argue for this sort of moral argument is "Let's look at the leaders of the Sagebrush Rebellion." I think the leading spokesman in Utah would be Cal Black, who has a logging background. The leading spokesman in Nevada is a stockman. In Idaho it's a man who has a sawmill. Do these people have any records of the public interest in the past? Or have they represented only their private interests? Only their private economic interests have they ever looked after. What has been their role in conservation? Or in the multiple use of natural resources? They have no record in that area. They have a record of supporting self-centered, personal, economic interests in these lands. I believe their intent is quite

simple. It is to plunder those lands. In one of the hearings I was reading the other day, Thomas Walsh, the senator from Montana, was talking to the president of one of the western livestock organizations, and the stockmen were saying, "Yeah, we wanted these lands." And Walsh was saying, "Well, under what conditions do you want them?" And the stockmen said they wanted them but they didn't want to pay the fair market value for them. And Walsh said, "Well, what's the price...\$2 an acre, \$2.50 an acre? No, the price should be a dollar an acre." So they said "Well, shouldn't this be put up for some sort of bidding?" "No." The ranchers didn't want any bidding at that time. They wanted preferential treatment. They wanted noncompetitive bidding because they had used the land for two or three generations. They had the moral right to buy it at a dollar an acre. Well that proposal didn't go anywhere, but I think that that same mentality is behind the Sagebrush Rebellion today. It would be the same thing if the duck hunter, who has faithfully purchased his duck stamp for year after year...maybe he first went out with his father hunting and he has gone out to the Charles Russell Game Range and he's hunted along the Missouri River for many years... to acquire that land but he doesn't want to pay anything for it. I've never heard any of the western states offer to pay for these lands and they want preferential treatment: noncompetitive bidding for it. Well I think that same argument has been used by the stockmen and the miners in the past, that somehow they deserve special treatment. Well it seems like sportsmen have gone a long way in pushing through legislation and also through public pressure of controlling the game hog. It's not very neat to be a game hog. And they have developed a morality to control game hogs. But in terms of some of the public land users, they have not evolved their morality that high, and what we have is a group of land hogs who would take that land for their own personal use. They would take it from this generation and the next generation simply because they've used it in the past, they feel they have a right to use it today. I submit that that's not a moral right. It's simply a grand type of larceny. Grand theft of a great public treasure. Perhaps to paraphrase one historian, never in the course of public history have so few tried to take so much from so many.

Another thing that is my own, I guess personal complaint, is the tactics of the Sagebrush Rebellion advocates. Warren Hatch, the good senator from Utah has certainly emerged as the high priest of the Sagebrush Rebellion. And he is the one that often talks about it being the second American Revolution. He's called BLM employees officious, oppressive agents of Washington's sprawling marching army of clerks and self-appointed experts. And who are these self-appointed experts? Most of them are trained at Utah State University in his own state. He claims that BLM is oppressive. "Where there used to be one BLM man per county, there are now 60 of them, stumbling over each other, acting like little gods." Well who are the stumbling little gods? They are westerners. They are people trained in natural resources. Ninety-nine percent of them have at least a bachelor's degree in natural resources and about 15 percent of them have a master's degree. My personal experience, despite many disagreements, is that they are dedicated to multiple use and they are public servants in the finest sense of the term.

The other thing that gripes me about Senator Hatch and Congressman Santini, is that in the 1930's there was a bill passed called the Hatch Act--who was a different senator. This senator was from New Mexico, and the bill's intent was to protect federal employees from political influence. But in the case of Senator Hatch today, it's a shield. It largely protects Senator Hatch from any rebuttal by BLM employees. They are prohibited from becoming involved in political controversy, so they must sit back and take his insults, his distortions and his rather outrageous half truths. And Senator Hatch is confident that they will not answer his charge. And so Senator Hatch hides behind the Hatch Act-- a coward's way of dealing with a controversy he himself has generated. Let's take the case of Congressman Santini, who I used to know when I lived in Nevada. Congressman Santini is a very bright man and I respect his intelligence very much. But when I was there he once called for some solutions in front of a group of miners--about 200 miners--solutions to the BLM, short of assassination. He practically invited violence against these public servants knowing, like Senator Hatch, that they will not respond. They could not respond. And a few nights ago I watched Congressman Santini on national television on the McNeal-Lehr Report. One of the newsmen asked Congressman Santini how this 1976 Federal Land Policy and Management Act passed. Santini had the...let's say temerity...to suggest...to say that it passed because there were only 30 western congressmen and they were out-voted by over 400 urban and eastern congressmen. Well, nothing could be further from the truth and nothing could be more cynical and I am sure that Jim Santini knows this. Jim Santini sat on that Interior Committee when that bill passed. He knows that that bill was pushed through the House by members like John Melcher, who has been in the House and chairman of the subcommittee involved, Morris Udall and Tino Roncalio of Wyoming. He knows that his amendments were passed and had a great deal of influence on the legislation. And finally, Jim Santini knows that he himself voted for the passage of FLPMA. And yet on national television as I sat there, his cynical answer and his very dishonest answer was that somehow that bill was forced down the throats of poor unsuspecting westerners. Well, I think that one of the results of the rather outrageous statements and distortions has been that the Sagebrush Rebellion has developed--at least in the academic community of the West--as a sort of new McCarthyism. And there's a haunting refrain. It's a regional movement, not national. It's confined to the Department of the Interior and not the Department of State. But both movements developed rapidly and they reached a fevered pitch on a tissue of lies. And like McCarthyism, the Sagebrush Rebellion has been masked by patriotic fervor and principled rhetoric, but it's not supported by facts of history. And like McCarthyism, it has generated a great deal of hatred toward a group of public servants--this time dedicated land managers instead of people in the State Department and the Defense Department. And finally it has joined McCarthy era. The academic community in the West appears to have either acquiesced or tried to ignore the Sagebrush Rebellion. Western universities receive their support for funds in buildings and pay raises from state legislatures. And many of these same people are strong supporters of the Sagebrush Rebellion. And I wonder where the leaders are of the western natural resource academic community. Perhaps they value their next pay increase, their next building or laboratory more than their respect for facts. They

have sat back and they have largely been silent, and this has worked to the advantage of the advocates of the Sagebrush Rebellion. The academic community has a self-imposed silence, although it has both the data and the historic perspective to look at this movement in a more balanced respect. And I wonder what value academic freedom is without the courage of conviction?

Well my final point is that westerners do have control. They do have their hand on the destiny of the public lands. And that these lands can be lost, if we look at the record, if westerners do not become involved in the issue. And if that happens, we will have states like Montana--which has some of the finest big game hunting--become like the non-public land state of Texas, where the hunting areas are largely privately held. I think we will see a great deal of 'no trespassing' signs sprout up and access denied to our mountains and hunting lands as a result. And I am firmly convinced that small and in this case, selfish groups, will dominate the issue if more people in the West do not become involved in the issue. Well, for over a year I have listened to some rather outrageous statements from the advocates of the public lands and I have listened to the western congressional delegations insult some of my own former students and graduates, and I think it is time to start shooting back. These people, I am convinced, intend to plunder the remaining public lands. I am convinced that they are relics of the past and that they represent an earlier wasteful and exploitive view. I also know that they have controlled the management of these lands in the past and that they will continue to control their management in the future unless the people in the West stand up to them.

I think, in summary, the Sagebrush Rebellion is a regional political movement. It is riding on mythology, intent on trampling and slandering public servants under the guise of citizen activism. And under this veneer, the movement has greed disguised as philosophy. It's larceny with the facade of moral righteousness. Thank you.



GENE DECKER: Our next speaker is Huey Johnson, who will be giving us the viewpoint of a state administrator of a natural resource agency. Huey is a graduate of Utah State. His early degree was in biology from Western Michigan and his M.S. was in wildlife biology from Utah State. He has had experience as a corporate manager. He worked in fisheries research for California Fish and Game and for the Alaska Fish and Game Department. He taught school for a while in Idaho and he has worked for the Nature Conservancy. He's on the board of a number of national conservation groups and was active in a group supporting the United Nations' Environmental Program. This is a guy that has quite a track record in the resource management field in the United States. He was appointed secretary of the California Natural Resource Agency in 1977 which includes the Wildlife, Parks and Water Development Departments, among others.

...“the people in urban voter blocks are going to tell us how to manage our landscapes, our water, our wildlife, our wilderness and our cattle, and there isn't a heck of a lot we can do about it.”



HUEY JOHNSON: I would respectfully, Mr. Hanson, challenge your position in several respects this morning, and I do it with some misgivings because I, along with everyone else in this room, admire and respect your way of life and what it means to this country. Nothing could be more important to me than to know that my own children will have the opportunity to relate to someone like you in their lifetime and to gain first-hand understanding and appreciation of the values of your history and way of life. I do feel, however, that the Sagebrush Rebellion issue is far more serious than the Cattlemen's Association realizes. You spoke of a new Mason-Dixon line, separating the east and west instead of the north and south. I would argue that there may be a difference between the east and west but the important reality for you is that the cattlemen are caught in the middle, and unless you begin to practice some enlightened self-interest, you are going to be in real trouble in the years ahead.

Recently I was attending a large conference in the East, arguing some of these issues, and a very intelligent, highly educated, powerful member of that conference said to me, "I don't understand what you're taking about. What is the BLM?" And I realized that none of the people in that room had any real understanding of public land issues. I have had similar experiences which have reminded me that too often we fail to understand the political significance of urbanization of our country. So I want to work my theme today around that reality. The fact is that there is a concept called reapportionment, based on the principle of one person-one vote, and that as a result the people in the urban voter blocks are going to tell us how to manage our landscapes, our water, our wildlife, our wilderness, and our cattle, and there isn't a heck of a lot we can do about it.

But if we are intelligent enough to look at the alternatives and realize that those people also have a shared ownership in this landscape, we can use that concept to resolve the dilemma that both sides sense.

Basically, our public lands represent a shared heritage--2.7 acres for every citizen in this nation and in California we have 22,000,000 people, and nearly half a million more every year.

Times are changing and the Sagebrush Rebellion, to me, is a wonderful opportunity to make that change as constructively as possible. I think one of the best arguments against the Sagebrush Rebellion was described by my friend, Ted Trueblood, in a recent article titled "They Are Trying to Steal Your Lands". The title says enough. To me the rebellion presents a useful opportunity for creative conflict which can bring about awareness in the urban voter block faster, so that maybe we will be able to get a grip on the quality of this place and not let it continue to be ruined as it has been ruined for the last 100 years.

To me, as a reality, the Sagebrush Rebellion is dead because along with each of you and everybody else in the country, I have a shared heritage in our public lands, I can go hunting on national forests or BLM rangelands. In fact, that's the only place that I can go hunting for deer in California. But the minute these lands are turned over to somebody else, a "No Trespassing" sign will go up and the State's record is not very good in holding onto its lands. In fact, our State Lands Commission still hasn't surveyed all its holdings, and that situation is kept that way by the special interest that Mr. Shanks described. They make sure it doesn't happen.

I'm an urban dweller, and the majority of Montanas, I presume, are urban dwellers as well, and I'm sure they don't want "No Trespassing" signs either. A major thing planners of the Sagebrush Rebellion neglected to explain was the loss revenue that counties now receive from federal agencies in lieu of taxes. I had the pleasure of challenging the so-called father of the Sagebrush Rebellion in a debate recently, and I brought up this revenue loss. Following the debate, I received a number of telephone calls and letters from county officials in Nevada asking about the loss of revenue. One letter in particular from Nevada's Douglas County pointed out that when the Sagebrush Rebellion was promoted nobody had told them they would lose that revenue. So Douglas County sent a letter to the person I was debating saying, "We got \$100,000 last year from the Federal Government, and you don't have any plans to come up with a similar amount if Nevada gets the land back." And so, even within Nevada the rebellion is losing credibility.

But a more important issue than who owns these lands is how well they are managed. Basically and philosophically, I strongly believe that the nation, in order to grow and obtain strength that we enjoy today had to exploit our resources. Now, however, we have reached an era of limits. We know now that the resources that we use are finite. There is no unlimited supply of anything. In California we are certainly finding that out the hard way every week, and, as I recall, nationally, there's something like 14 important minerals that we are importing a major portion of. For instance, we now import 90 percent of the cobalt we use. Historically, civilizations which continue that pattern don't continue very long. The danger sign is when you are willing to cash in more and more to continue past traditions, not only of your dollar resources, but when

your dollar resources aren't enough, you start cashing in your social traditions. Last week Mobil Oil, running full page ads, tried to squelch a television program by a moviemaker in the U.S. because it was critical of an Arabian oil source and the politics there. That desperate attempt by a powerful special interest, because of greed and refusal to believe we are in an era of limits, to squelch freedom that is fundamental to the American tradition is the kind of act that has preceded the collapse of other civilizations.

California, with its large urban populations, taking baths, drinking water and demanding more recreation and more fishing and more of everything is facing some difficult decisions in planning its future. It is an interesting place to be as a manager and it is conflict ridden. I would suggest to Mr. Shanks that I hope his next paper will be on RARE II, or water or on any of a number of other issues we are trying to resolve. In fact, I would love to have him come to one of our California universities where we could meet more often.

California has taken a position that we must, without question, move on from the exploitive, fossil fuel era into one of a solar age based on a conserver society. This need not entail declining life-styles. By upgrading the productive natural systems of our State--grazing, agriculture, forestry, fisheries, soils, and others--we can provide a perpetually renewable, stable basis for our economy and our social institutions. And we are making a policy commitment to do that, which I would like to describe to you.

We are doing it in three stages. First, we established a special fund for managing our renewable resources, Renewable Resources Investment Fund, and then we took \$10,000,000 out of the general fund shortly after the Proposition 13 vote. The appropriation passed the Assembly 77 to 1, and the Senate 28 to 0. One conservative senator said creation of the fund was the first environmental law he had voted for in his five years in office. He, and others, understood the logic of our proposal because we were investing in the future, and we either invest in the future or we are not going to survive. That's part of the transition we must make from past beliefs, shared by cattlemen and others, that there will always be unlimited open spaces and things will continue forever as they have been for the last 100 years. The struggle of this transition is something that hurts us all, but it's a reality. Our second step is an educational approach, a bond issue on the June ballot for \$495,000,000. That money will be used for a number of purposes, but basically it will be used to demonstrate the necessary linkage between all resources. You can't manage trees without affecting soils, water quality, water quantity, and fisheries. In the west slopes of the U.S., steelhead and salmon go up streams to spawn, and if you have soil eroding into the river, not only do you lose the productivity of your forest, you lose the productivity of your fisheries, and that's exactly what we have had happen.

So, this money will double the number of salmon and steelhead in the State. It will provide low-interest loans for irrigation equipment for small

farmers. It will do a lot of other things as well, not the least of which is to provide \$8,000,000 to improve wildlife habitat on federal lands in the State because the feds themselves seem to be unable to get the budget to do it for us.

The bond issue, to me, is an educational device. We have a lot of voters in our State, and if we are lucky enough to pass it people will have shown by voting that they understand very clearly that the vitality and the future of the quality of their lives and their great-grandchildren's lives hinges on this kind of a new priority in government spending.

In the face of Proposition 13 we're arguing there's a difference between spending and investing. The third step: We're going after excess oil revenues, duplicating Montana's example. I called Dorothy Bradley a time or two to ask how Montana established its severance tax on coal. We now have a bill moving through the Legislature that will designate a share of the excess oil revenues for resource management.

California is a new sheikdom because of recent changes in oil pricing structure. Alaska, Texas and Louisiana are as well, I guess. Our goal is to get \$150,000,000 a year in new funds for resource management and alternative energy development from that fund. That will be about one-third of the fund. Five years ago the Legislature wouldn't even have listened to us if we had made such a proposal, but the Sagebrush Rebellion, RARE II and all the other conflicts have enabled us to help people understand the realities of finite resources and limited carrying capacities.

And the people who really count in making decisions for the future are the urban voters and the urban legislators. Cattlemen and others clinging to past traditions of exploitation without reinvestment are the modern counterparts of General Custer when he went into the Little Bighorn. They're galloping away and they're going head-on into this urban vote, and those people are beginning to understand, beginning to shake their heads in puzzlement at grazing price structures, mineral leasing practices and other forms of mismanagement that have been allowed to continue, including understaffing of key federal land management agencies. I think the Forest Service, the BLM, Fish and Wildlife Service are excellent managers, and far from wanting them wiped out of existence, I want them to get the kind of budgets that will allow them to manage their lands so the landscape will be productive 100 years from now.

In shaping up our own house we are also aggressively beginning the pursuit of federal agencies, requiring that they upgrade the productivity of their lands. When minorities in Los Angeles realize that the Forest Service last year sent \$60,000,000 from logging on California lands, net, back to the federal general fund but didn't get enough in return to replant the trees in the areas they cut, they start to get concerned about the future of their lands. It's at that point that we, you, I, the urban voters and the federal agencies, have a remarkable opportunity to cooperate and avert another disastrous battle of the Little Bighorn.

Better that we argue in enlightened self-interest that the quality of our future depends on our ability to get red meat off the public lands and corn off our prime ag lands. Suddenly, instead of accepting some of the crazy expenditures on freeway programs, MX missile programs and a lot of other irrational acts that we thought we could afford in recent years, we suddenly can demand, not ask but demand, through our urban congressmen, that we start investing in the productivity of the landscape of the West. This productivity is basic to the health and wealth and the future of this nation. It is not a regional issue. Our opportunity then, can be supported by this rough diamond of an idea--the Sagebrush Rebellion--which though dead or close to it, could be put into new focus in my opinion to bring us together to support arguments for increased investment in our public lands. We should not let oil revenues, coal revenues, logging revenues, just go back to the federal general fund for more MX missile fantasies.

For immediate progress there is a bill introduced, Senate Bill 1611, Baucus and Church, which would provide a basis for beginning that concept by providing for increased return of Forest Service revenues to the states. I've talked to Senator Cranston, given him this pitch, argued that we need to expand this concept to include the BLM and other agencies. In our conversations he's been agreeable and thus I think it would be helpful if the states that you folks represent viewed this situation as an opportunity for regional cooperation. Perhaps then the rebellion can become a silk purse woven out of the chaos of a sow's ear of exploitation.

So, I emphasize to you and your national board, that we, the environmental or professional resource management contingent, who are using the Sagebrush Rebellion, RARE II and other issues to stir voter awareness, would like to offer you that as a positive tool, and not just be antagonists without a positive direction. And, thank you for the opportunity to be here.

"The Future of Hunting"

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of
Hunting**

Moderator: Jim Zumbo, Western Field Editor, OUTDOOR LIFE magazine

1. "Access to State and Private Lands":
Jack Atcheson, International Hunting Consultant, Butte, Montana
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5. "How will the Energy Crunch Affect the Outfitting Business?":
Jack Wemple, President, Montana Outfitter and Guide Association

JIM ZUMBO: Welcome to a session that's going to deal with one of my greatest concerns about the future of our western lifestyle, "The Future of Hunting." We're privileged to start off with one of the world's foremost experts on hunting, Mr. Jack Atcheson, Butte's own international hunting consultant.

"I feel that all land, BLM land, Forest Service land and state public land belongs to the people and the people should be able to use that land..."



JACK ATCHESON: Thank you. I've got a number of things to cover on access. I usually tell a few little stories first but I'm gonna dispense with that and get down to the meat of the things.

I missed part of the meeting this morning primarily on the Sagebrush Rebellion and I'm very much opposed to it. And some of the reasons why are going to come out with this talk on access to state lands. I got started on this access to state lands issue about two years ago. I was hunting up by Malta and believed that I was on BLM land--and I may have been, I'm not sure. Anyway, a rancher drove out at high speed and told me that I was on state land which was his land and to get the hell out of there in a hurry. So I left, but it wasn't that there were any cattle there to bother. It had been raining so there was not much of a fire danger. And luck had been bad and I had not been shooting many birds anyway, so I wasn't doing too much. Anyway I left, but I thought, "I'm going to look into this because I don't like being told that I have to leave public land." Now it's easy to say that there are a lot of places you can go and hunt in Montana without being public state land. There's a lot of forest land. There's a lot of BLM land and the BLM and the forest invites you to use the land for recreation.

But there are some other problems and I'm not just thinking about myself but thinking about the average person. I've got plenty of time and I'm in the business of hunting. So maybe I can take the time. But the average person who has say two or three days to hunt every weekend can only do so many things. Well it's easy to say you can go

anywhere in the forest. No, you can't go anywhere in the forest because you've got a number of problems. Number one, there are man-made barriers and there are natural barriers which stop you from actually hunting where you want to. Now I maintain that there's only about 20 percent of this entire state available to the hunter who has limited time. Now all you have to do is just think a little bit and go down any road that you know of. Let's say you go from Bozeman down to West Yellowstone. This will be kind of a good area to start with. As you drive down there, there's a fast flowing river on one side of you and there are steep cliffs. There may be good hunting above that but it's very difficult to get there. You can't cross the rivers. There are a couple of bridges crossing the river with great big signs on them saying "No Trespassing" because there's a little bit of private land on the other side of the river. So actually, you're limited. You go down to the Madison Valley where years ago all you had to do was just go hunting. Usually you did ask the landowner and almost always they let you go, but that was in the good old days. There are now a lot of private lands, strips along the river that have been purchased by out of state interests and interests within the state, who just don't want you to cross their land. Some of them told me that's their private game reserve behind there and they don't want you there. Now if you have enough time, there are some access areas that you can get into, but there're miles and miles that you can't reach. And on the Madison you can go down and hunt on the Bear Creek Game Range, but it is becoming somewhat saturated with people because that's access. You go a mile south to Indian Creek and you might get access and you might not. If you go into Corral Creek you are not going to get any access. It's very difficult to get into Wolf Creek, Papoose Creek and for many miles down because of some nonresident interests there that bought the land. They just won't let you across it...no way. There is also a tremendous amount of subdivisions. I got a brochure once from a subdivision developer there that said that one of the reasons that you should buy into their subdivision was because you had millions of acres of land behind this land and you had the only road to it and they more or less insinuated that you didn't have to let anybody behind it, which is true.

So the access problem is severe and I really think that if someone were to take a pin and go over a map and punch a little pin in where every animal was actually shot at, I think you'd find that most of them were killed pretty much in the same areas, with little sprinkling in between because the people can't get to many public lands there. And I'm opposed to this. I feel that all land, BLM land, Forest Service land and state public land belongs to the people and the people should be able to use that land because I don't believe that the general public at large is going out to ravage and ruin and slaughter cows or anything like that. I'm sure they do damage. There are vandals, but I've heard of so many cows being shot that if they were all piled up they would cover Butte. But in my lifetime, I have never found the gutpile of a cow. I have never found a cow with a piece cut out. So in order to take a cow away, how do you do this? Do you pick a whole 1,300 pound cow up and carry it away? It leads me to believe that there is some exaggeration about cow killing.

Now I'm not saying that things don't happen that shouldn't happen. They do. I'm just saying that I think it's exaggerated. While I'm mentioning the public land, there is one person here, Pete Jackson of WETA, who has a lot of state land. Pete Jackson doesn't see any reason why he should lock up the public land. He feels that the people have the right to use it and he also feels that by allowing the people to use it and not locking up the gates, he has less problems than those who deny the access to the public from their public lands. And I'm sure he's still here if anybody wants to talk to him.

But let's get back to the public lands issue. In 1889 certain lands were given, one way or another, to the state of Montana--roughly 5.3 million acres. This was public land before and it is public land now. Nothing has changed. There's nothing in the enabling act that says that whenever the state received this land, that all of a sudden recreation ended--and recreation was a thing that existed before the Enabling Act and exists now today. But there is nothing in the Enabling Act anywhere--and here's a copy of it for anybody to look at--that prohibits access. And, it uses the term "public land" many places through it. And there's nothing in this that says that there should be any place that wildlife management shall be of a lesser quality than on other public lands in the state. This booklet--this is the Montana State Land Rules and Regulations--says nothing about wildlife and wildlife habitat. And, although it's maintained by the people in the State Land Department that state land is not public land--it (and I've circled them many times in there) mentions public land. It is public land. I received letters from the State Lands Department about this issue. Letters that for example, say the school trust land is, of course, to raise revenue for the common schools. That's fine. But there's no reason why it can't raise revenue while we still are able to use the land for recreation. These letters say that school trust land is public land in a sense. Well, in what sense isn't it public land? It is public land. There're a lot of letters written and a lot of material that just keeps going in circles. You know, in other words they're, as far as I'm concerned, trying to confuse me with issues and I'm confused. There's no doubt about that. But it says that the state does not hold the land outright, but holds title of trust for the common school. I sometimes wonder if maybe the federal government still has some control. I'm not sure yet. They say also that "the state school lands" never were granted to the people of Montana in general, so no rights have been stripped." By "rights have been stripped," I want to know why that recreation on these lands were being limited or curtailed in some way.

The next letter from there that I have says that legislation was attempting to provide more public access to public lands but all of it failed. My point is, I'm not concerned about trying to get access to state lands that are isolated amid private land. Nobody wants to try to force a landowner to put a road across his private land just so we can use that land. The State Land Department also more less maintains that sections 16 and 36 (the state land sections) are isolated sections throughout the state and are usually intermingled with other lands or are not accessible because they're amid private lands. Many other

sections--and I have maps to show anyone that wants to look--are connected with federal lands, with BLM land and with Forest Service land. The access is there. The lessee should have no right to deny access to me if I want to go there. It's my land. I have the existing use of that land. It's up to them to prove that I have lost it. At what point in time has recreation been stripped from the general public? I have a letter from the Department of Interior since I wanted to see what their attitude was on this. They're a little vague also, but they maintained that the lands were to be used to generate income for the schools. But, in no place does it say much of anything else about denying access. In fact, I can't find where it says anything about denying access or that the recreation values we enjoyed before the enabling act were stripped from us. In fact, the enabling act is silent on recreation, it says nothing. It doesn't say that it's been stripped. I might mention also that the letter says the Department of Interior gave these public lands to the state of Montana.

It says that Montana Fish and Game Department is responsible for the administration of game laws within the state, including game law enforcement on public lands administered by this bureau. It is a law in this state that the wild animals belong to the public. And the Fish and Game Department administers and manages the wildlife, except this doesn't seem to apply on state land. I don't know why. But it doesn't seem to apply on these 5.6 million acres. The Bureau of Land Management and U.S. Forest Service work very well together, and I'm not saying that the State Land Department doesn't work in some ways. But I have been told that the Fish and Game Department will never manage the game or the habitat on state land. I'm not so sure about that.

I have a letter from the Governor and I do believe the Governor is trying to do everything he can to appease the public and be fair to the rancher. His letter says that the lease entitles him to use the grass. He feels that the department would like to do everything they could to provide for multiple use as long as it's compatible. Now I personally feel that all state land, all 5.6 million acres, has recreation value. I defy anybody to point out one section or one acre of state land that does not have some recreational value to somebody...one acre. Therefore, it must be proven to me, not that recreation is compatible with other uses, but that other uses are compatible with recreation.

I have here a grazing lease, it's a blank one. Now first off, I want to say I'm for grazing. I don't want to do anything to interfere with the present situation. Nothing that would injure any rancher in any way because he's got a tough enough time as it is. And I basically don't think that all that many ranchers want to deprive me of using my land. As far as the Charlie Russell Game Range is concerned, or the Mount Haggin Game Range area here, yes, I'm in favor of grazing on these areas as long as there's a management plan and it is a plan that works well with the habitat of big game. They've got to work together. On these leases I see where if I'm to believe the leases...what they say...if the lease says it's a grazing lease, then in theory, on the back side of the lease, the lessee could not use those

lands for himself for hunting and fishing because it's another us that he is not paying for. That's what it says. I have here a clipping dated Friday, March 10, 1978, from the Great Falls Tribune on the State Land Department. If I read this correctly it says out of the 5.3 million acres of the state there are about 600,000 acres of land that have some recreational value and about one-third more of those have high recreational value. Now I'm curious as to why all of the land does not have recreational value. How is it determined that some land does not have recreational value. It all has recreational value.

In 1889, when the 5.3 million acres were given or gifted or however it got here, to the state of Montana, there were 37,000 acres that the state did not receive for one reason or other. So the State Land Department has 37,000 acres still coming. Now in all probability these 37,000 acres, when they apply for them, will belong to the Bureau of Land Management. Now the Bureau of Land Management has a policy that the grazing lease does not alter or restrict the authorized public land, including hiking, fishing, hunting, chasing butterflies or whatever. So you can do those things. But if the State Land Department takes this land, it will revert to the same policy that is now in use by the State Land Department. In other words, the State Land Department has one biologist for 5.3 million acres.

Now I understand it is probably because of funding, but nevertheless, they have one biologist, who couldn't possibly manage this many acres of land. And for some unknown reason, although we have a magnificent Fish and Game Department here and ample biologists throughout all these areas, they're not being used to their fullest on state lands. They're being used on other public lands, Forest Service land, BLM lands, but not to the fullest on the state land. Now their wildlife program lists roughly how many antelope or mule deer are found on these areas. They've got a good plan going. What is going to happen to that plan when the State Land Department takes over this land? What would happen to all of the land in Montana if the Sagebrush Rebellion in fact did take place? Where would the public be today? I have another letter, a statement to interested parties written by the State Land Department. It says, "the Montana Fish and Game Department is concerned that these rules"--and they mean the rules of the State Land Department--"do not protect the wildlife's resources on state land. In this regard, it must be recognized that the board is constitutionally required to act as a trustee in managing state land for the benefit of the state school trust. This management principal is not always consistent with the management of fish or wildlife."

On the same question, rule 16 discusses reservations. In these rules it says that the state is reserving to itself a number of rights and uses. "I would like to suggest that these specified items be expanded to include the protection of fish and wildlife habitat. The Lands Department reply..."the protection of fish and wildlife habitat is not a proper right to be reserve to the lessor or to be granted to the essee, therefore, the rule is not amended." The next rule, number 17, discusses operations and agreements and includes under number two, "the control of noxious weeds and pests." Here I feel it is important to

be more specific about the rule-making process. Recognition should be granted to the protection of wildlife habitat and the protection of endangered species since the Montana State Legislature has recognized such animals as the black-footed ferret and other endangered species do exist in Montana. The language in item two, rule 17 makes such pest control mandatory. These requirements should carry some responsibility for the protection of species declared endangered in this state. When I posed that question to State Lands, they replied "Good land management requires that noxious weeds and pests be controlled. The state, as lessor, requires that its lessees be responsible for this activity as part of good husbandry. The lessee is also responsible for complying with any laws or regulations relating to the protection of endangered species." In other words, if I read this correctly, the lessee...and this is pretty heavy stuff to dump on a lessee...is responsible for endangered species. Now, again I want to emphasize that I'm pro-grazing, don't get me wrong there. Recreation existed before the Enabling Act and exists now. And I see no reason why it should stop. I think I'll just bounce through some of these things here so I won't cover them all. My goal is not to deprive anybody or any of the lessees of anything they have. Business as usual. All I want to see is an adequate wildlife plan. I want to know that on these public lands that the wildlife is being managed properly. I feel that grazing and wildlife are compatible, but I know of many sections here in the state that are winter ranges for big game... that are grazed badly before the winter season, before it's necessary to. But let me get back to what I was saying here. I'm thinking of three things at once. Some of the winter granges are actually destroyed before the elk come on to the range. There's nothing for the elk to eat. Well, I don't think it's necessary to graze winter ranges. I'm not saying the areas adjacent to that shouldn't be grazed, but I do feel that the wildlife should be given prime consideration. Thank you.



JIM ZUMBO: I wish to introduce the next panelist who is the past president of the North American Guide and Outfitters Association, Mr. Norman Guth.

NORMAN GUTH: As he mentioned I've been asked to speak on the values and demands for and on scenic rivers. I've been an outfitter for many years and 100 percent of my living is related in some way to activities on a free-flowing stream. Although I operate a hunting camp, I use a jet boat to get to it, so I have been involved rather extensively in rivers and river management for quite a period of years. A free-flowing river is today an extremely valuable resource. And one which, I might mention, many other resources depend on, one being the anadromous fish runs. I believe that there was probably a point in

time when western Montana experienced anadromous fish runs, when salmon and steelhead ran up into the Bitterroot country and those tributaries on the head of the Clearwater as well as the ones on the Columbia. Those fish aren't there anymore and it's because those rivers weren't managed or fish. They were managed for hydroelectric production and other things without fisheries values being taken into consideration. And I think this is one thing that I would hope that the media here could help us a little bit on. Put the publicity where it belongs in these regards. We've lost many rivers. I heard a fellow yesterday mention that the Yellowstone River was the only free-flowing river left in the country. I'm glad to tell you that's not true. There are quite a few, but not very many. The vast majority of our rivers have been impounded and are nothing but a series of lakes. As well as the sports fishery that I'm involved with, there are many others that depend on anadromous fish runs. The ocean fisherman, the ocean commercial sportsman, the ocean trollers, the Indians who utilize this resource in the rivers, all depend on the free-flowing areas of these rivers to spawn the anadromous fish so that they can make the runs to where they can use them.

White water recreation is another very valuable industry that started up in the past 20 years. In the last 20 years we've seen this industry grow dramatically to where now river-running is one of the most popular sports in our country and contributes substantially to the economy of our states. For instance in Idaho recreation is the third-largest industry in our state. It contributes over \$600 million annually to the economy of our state. And a very large part of this comes to the state of Idaho because of the fact that we have such an abundance of free-flowing water, rivers that are classified wild and scenic and many who come up and run their entire length within wilderness areas. This means a lot to people and they will come to see these things. The outfitting industry in the state of Idaho has also shown substantial growth as the river popularity has gained. I believe in 1968, directly, without multipliers, the outfitters in the state contributed over \$23 million to the economy. A very, very large part of that was due to activities on our rivers. For instance, in 1968 the outfitters accommodated a total of 10,319 people. In 1978 that number upped nearly 600 percent to 65,000 people. That's over six times as many people in a ten-year period. I might add that recreational users, the people who use our rivers, really don't cause all that much burden to our political system, to our cities and our municipalities. We don't have to provide schools, fire and police protection, sewer facilities and this sort of thing to those people. In Idaho, they pay a three percent sales tax on the money that they spend, which goes to support these other things that I've just mentioned, that are normally supported by the taxpayers of the state. Also, the people who operate and take trips on these rivers and the people who use them for recreation are doing a fairly energy-efficient thing when they take their vacation on a river. For instance the 6,000 people who floated the Middle Fork last year transported themselves over 100 miles without burning one gallon of gas. They spent a week in there and I'm sure that you'll all agree that this is quite an efficient means of spending a week without using some of our depletable natural resources.

The demands on rivers, of course, comes from irrigation and power generation. We're all very familiar with the demands and the increased emphasis that have been placed in these areas. I'm not going to speak on either of these areas today because I can claim to be no authority on either of these subjects. Recreation is probably the only one that I have any background in. And as I mentioned, it also is putting a very highly increased demand on these rivers. The demand for this type of experience, in fact, over the last 20 years has increased so drastically that the managing agencies have now gone to a reservation system. In order to use these rivers you have to get a reservation and there are many more people who put in for these opportunities than ever really receive permits to make the trip for which they've put in for. Most commercial operators, most outfitters now have their schedules full early in the winter. They're also turning away many, many people who would like to come and make the trips on these rivers and are just not able to do it because the rivers are a limited resource, as many other things that we have to deal with and must be protected from over-use and abuse which could lead to their destruction.

These demands will continue to grow and we need people to support classification of wild and scenic rivers so that rivers that are available at this point in time that can be classified and preserved in their free-flowing state. The balance has already been upset. Most of our rivers, as I mentioned before, are already impounded. As we look at energy we do see alternatives. There are alternative means and methods of energy. We've heard a lot about some of them here. But when it comes to a free-flowing river or one that contains spawns and rears anadromous fish, there are no alternatives. There's only one way to get them and there aren't very many left and they need to be protected. I hope that you people would bear that in mind in the articles and stories that you write and I thank you for this opportunity.

JIM ZUMBO: Thank you very much, Norm. Our next speaker is a graduate of Utah State University, Mr. Dale Jones, who is the Director of Wildlife and Fisheries for the entire United States Forest Service. He is the chief of all the wildlife and fishery folks based in Washington, D.C. It's a great deal of pleasure to welcome him here to Butte and to a very busy schedule. He is going to talk about "The Future of Hunting," instead of oil and gas and the other appropriate remarks he has. Thank you.

DALE JONES: Thank you Jim. Like the previous speaker, I wish to heck Jim and made a mistake where I was from, but he didn't. I happen to be from that big city back there in Washington.

It's really a pleasure to be here and I don't know how many times I've heard speakers say that. And matter of fact, I think I've used that term in several talks I have given, but it wasn't until after I moved back to Washington, D.C., that I really knew the meaning of those words and how much they came from the heart, to just be there.

I'd first like to express Chief Peterson's disappointment in being unable to address you, bit his loss is my gain. But I do bring you his wishes for a very successful symposium.

The next thing I must do is explain the change in the topic of the talk that I plan to give you. The title of this speech was a kind of moving target. When Chief Peterson got the request to come and talk it was supposed to be on the future of hunting. And because he couldn't make it, he assigned me to come and make this talk for him. So I prepared a paper on the future of hunting. And about that time I got word from the Region that they really want me to talk on energy conservation plans for the Forest Service and how they affected hunting. Well, I still felt fairly comfortable here because I thought there could be a tie between these, but then I started looking into the policies of the Forest Service...the national policies now...of the Forest Service on energy and then I ran into kind of a problem. How in the heck could I really tie those into hunting because we're addressing real big things back there? Like the efficiency of all our dwellings, the caulking and all the insulation that goes into the ranger stations. That's one big policy. We're going to try to be as efficient as we can. And the other one involves the use of fuels and if you don't believe this is a serious thing, you ought to talk to these guys in the field that have got restrictions now on how many miles they can drive in their pickup. And here I thought well, maybe I could tie that to hunting because in this day and age of the paper shuffle, probably going hunting would be the one opportunity a ranger would have to really get out and take a look at the lands he administers, but it's still a taboo in the government business to use government vehicles to do this, so I still couldn't tie this thing to energy to hunting. It is true that we recognize the seriousness of the nation's energy situation and have encouraged our field units, in all their planning, to try and be as efficient as possible in the energy area. And if this is a concern, I'd certainly be willing to address any of these areas. And then when I saw the title that you had on this, it says here "Oil and Gas on the Rocky Mountain Front-and the Impact on Wildlife." Well, there are a lot of people--mainly I guess my own Forest Service people--that rushed down to this meeting to see what the hell I was going to say about this because they knew I didn't know anything about it. And I had some other people come here hoping that they'd get to hear some great words of wisdom. For some reason they think there's no use to pray to the saints when you can pray to Jesus Christ for the same price, so they try to get the answers from higher up. But really all the answers come from down on the ground and if we haven't learned this as a group, we sure as heck ought to. And after my little talk, if you folks want to ask questions that involve this area, well we'll do our darnedest to try to address them. And we've got the Forest Supervisor here, the Deputy Regional Forester, and the Wildlife Chief of the region. There are many people here that can probably address these points. Now when things get into appeal, there's no doubt about it, that it does get on high, but we still have to go down to the field to get our answers. That's the only place they come from.

So with that I'd like to start by crystal-balling how hunting on national forests will be affected by the energy crunch. Actually, I see

no difference in our cooperative role with the states. You know, unless Congress gives us an edict saying something to the contrary, the 187 million acres of National Forest lands are going to be continued to be hunted under existing state laws. The distribution change of the hunting pressure seems like a very realistic thing to assume will happen. As energy gets dogone tight, my guess is there's going to be a heck of a lot of people piled up closer to home than ever before, and all these people that have done all their hunting through windshields for a lot of years--and boy there are a lot of them--are probably going to join a group of so-called endangered species, because as the energy crunch comes that shouldn't happen. I can remember in Utah working on checking stations and talking to people when they came in off a day's hunt just thoroughly bushed and they'd only driven 540 miles that day hunting deer. Now that may cut down on hunting pressure but it could also increase the hunter success. I think we've seen that in areas that have been closed to vehicles, the hunter success actually goes up. This should also make an increase in the outfitter and guide service. I would think that there are going to be more people taking advantage of that and the quality of hunting than perhaps they've had in the masses of hunting.

The other energy issue is the impact of acquiring it. In other words, there's a real impact on wildlife just going after some of these energy sources. This could get to be pretty serious in some specific areas. For example there's a heck of a lot of deer winter range that I know of that's growing over the top of oil shale in Colorado. I'm sure you've probably got some examples right here in Montana of the same thing, and that could be the issue that you want to talk to when you talk to this front range area. But this could certainly be an impact on wildlife. I'll tell you one thing that could help this considerably, and I just learned about this a short time ago--the Wildlife Management Institute, now under the leadership of Dan Poole, is attempting to try to get an amendment to the Reclamation Act that would at least allow some of uncle's money that's collected from minerals, to go back into the rehabilitation of those lands and wildlife habitat and the other areas. I think about the last figure I saw was about \$200 million a year right now and we haven't even really got into this business yet, so there's a heck of a chunk of money. So I would think that anybody interested in this area should get support. They're going to need it to get the change, but they're sure as heck working on it. Ten years ago I presented a paper to the Western Association of Fish and Wildlife agencies entitled "Wildlife Management in 2020." And when it came time to discuss the future of hunting, it was approached by first analyzing the characteristics that made up the average mister and miss hunter. And this was a person having less than the best education, falling in the low to moderate income group, predominately male and most of them left their younguns at home when they went hunting. Next I looked at some changes in society that may effect this interest group. Rural populations were losing badly to urbanization. Education was on the rise in both quantity and quality. The average income was going up and women's equality was at an all-time high. The psychologists were

telling us that the recreational patterns of adults are formed in their childhood years. To this I added the one-man, one-vote concept and the attitude of the flower children on taking life. And to be honest, the future of hunting looked a little bleak.

As a matter of fact, there was only one viable alternative open to anyone who believed in hunting as a management tool. Adopt the philosophy of this cartoon character: Yea though I walk through the valley of the shadow of death I shall fear no evil cause I'm the meanest son-of-a-bitch in the valley and by damned there's going to be hunting around in 50 years and that has to be the approach taken. Well I got by with this ten years ago. As you know, however, due to the changes that have been made in the last ten years, there's been a few neighbors move into this valley who believe they are also pretty mean. And on an occasion or two, they've even proven this point. But if we don't take this alternative, what else have we got? We certainly cannot rely on the majority vote to save us. I used to lose a considerable amount of sleep worrying about the numbers in the hunting fraternity. Actually it's about eight percent. But then I found out that in Europe they've maintained hunting over a lot longer years than we have and they have about four-tenths of one percent of people hunting. Now the adversary, of course, is the dedicated anti-hunter. But I don't believe that they can win unless we beat ourselves. Many of you won't agree, but much of the trouble is in our own camp. We get the anti-hunter all mixed up with the non-hunter, or any other group who does not share our own philosophy about 110 percent. Let's not kid ourselves. We're in a high-stake poker game. The cards had better be played to perfection.

Let's take a look at three objectives and reationalize what the accomplishment of them would do for our cause. First, what if we could improve the hunters image? Second, what if we could prevent non-hunters from becoming non-hunters. And third, we need to obtain the rural landowners' support of public hunting. As mentioned, we are in a poker game so I'm gonna deal you a hand that addresses these points. And as you play them, consider all the advice that Kenny Rogers suggested in his song 'The Gambler' cause you gonna need it.

The first card is a ten of spades and this would be a mandatory training program for all first-time hunting license buyers. This would include a minimum 80-hour course covering ecology, respect of landowners' property, principles of wildlife management, gun safety and mandatory reading of Aldo Leopold's Sand County Almanac.

The next card is the jack of spades and this would be a state wildlife program that includes equal attention for all critters, whether they be hunted or not. As we just saw in the movie, that's what Montana's talking about.

The third card is a queen of spades which would include a fool-proof system to adequately finance this improved wildlife program of the state. And for openers I would suggest something like Missouri's program. They seem to get a lot of money and they have a lot of public support in that state.

The fourth card comes up king of spades and this would be a program that would adequately compensate private landowners with incentives for them to produce and allow legal harvesting of the wildlife surplus.

You have now been dealt a pretty good bluffing hand. You could hit a pair, spade flush, a straight flush, straight, the unbeatable royal flush or you could end up with the king-high nothing.

Now the last card is down and dirty and that's all you're gonna get. But like any poker game, the amount won or lost depends on how you play the hand. The essentials for hunting in the future include two elements as I see it. We must have hunters and we must have wildlife to hunt. To have hunters, we need to improve their image. To improve their image we must teach respect for private and public land and the resources pursued. To teach this we need mandatory training programs. For these to become a reality, we need the support of lawmakers, which means we cannot have mass opposition. To have huntable wildlife populations we need habitat. To have habitat we need the combined support of all wildlife interests. To have this support we need a broad-based wildlife program. To broaden wildlife programs we need an equally broad revenue base. To obtain this we need the support of lawmakers, which means we cannot have mass opposition. You will notice that on both issues we come back to the same point, which must be our ace in the hole. We cannot afford to create mass opposition. To do so, means that you just drew the duce of clubs and a bluffing hand is all you have left.

I started out this little talk with a cartoon philosophy and now to get myself out of this rat-maze, we'll end it the same way. If your fifth card really does mandate a bluff, my only advise is put yourself in this guys place and hang in there old buddy. Thank you very much.



JIM ZUMBO: Thank you Dale. That was an excellent talk. There's another slight change. I told you before that C.B. Rich could not be here. We are going to have a replacement.

Now I'm going to introduce Bill Maloit who is a supervisor of outfitting for the Montana Department of Fish, Wildlife and Parks. He's going to give us a little bit of information on outfitting and policy on Forest Service lands in Montana.

BILL MALOIT: Thank you Mr. Chairman, ladies and gentlemen. Casey up to bat. I'm a substitute at the last minute. I was a member of the committee on this task force that worked on these concerns and I find myself with a few notes, hastily written on a napkin to refer to.

The outfitters, the Forest Service and the Fish and Game Department had some concerns regarding outfitting on national forest land. A committee was appointed by the original forester of northern Region One to work and attempt to resolve these concerns. We have the co-chairman of the committee here in the audience, Darrell Harrison of the Forest Service in Lewis and Clark National Forest. We had rangers from the Lincoln, the new Rocky Mountain Division, the old Choteau-Augusta ranger districts, the Seeley-Swan area and the Spotted Bear area. We had outfitters from western Montana and on the east side, on this panel. C.B. Rich who was the co-chairman with Darrell, was unable to be here. Ralph Hulman, chairman of the Montana Outfitters' Council, Dwane Neal, a past president of the Montana Outfitters and Guides Association and Bob Creek were members, as well as myself, who represented the Fish, Wildlife and Parks Department.

Now first and foremost, the Forest Service recognizes that commercial outfitters on forest lands are a very viable and important means to transport people for recreational opportunities on these lands. We in the Fish, Wildlife and Parks Department recognize the importance of the outfitter as well as the nonresident. Nonresidents, in 1979, contributed 61 percent of the total department budget. Forty-two percent of that budget was from nonresident big game money. I think you want to realize how important these people are to the operation of the Montana Department of Fish, Wildlife and Parks. We strive for cooperation and to work harmoniously in a cooperative effort with the forest agency and the outfitters to resolve difficulties and problems. Our concerns are basically forest definitions from the Forest Manual and from wilderness policies that had been written from the manual. Sometimes we would argue, almost get into fisticuffs and shout at each other and they were resolved through parliamentary procedure. Perhaps just one word in that definition became a loggerhead: a spike camp, a layover, a base camp, the need and necessity for having corrals, hitch racks, caches, how to define them, where they should be placed and used, should they be taken down after each season and then put up again when the outfitter went back into his camp first thing in the spring...the different forms that were utilized by the various ranger districts...we worked on those forms. They were put into one resolve form that will be used, we hope, to resolve the chaos when an outfitter has permits on two or three different forests and has a different permit on every forest that he is operating on.

The panel has recommended to the regional forester of Region One, Tom Coston, some solutions to the concerns and to the problems. We realize that this regional forester has another problem since the area also compromises northern Idaho, the panhandle section, as well as this area of Montana. What he finally resolved these definitions into, are going to have to fit for that area also.

In summary, I would like to say that it was a pleasure to work with these people on the panel. We had some meetings that started in the morning at the Lincoln Ranger Station and lasted into the evening. In fact, the last meeting we had, we started in the morning and we

quit at twelve that night and we were up again at seven the next morning and we quit at five the next afternoon, trying to accomplish this task that we were assigned and we feel that we did the best job that could be done under the circumstances. And we hope these changes will show in the Forest Manual to better aid the industry and the public whom they serve. Thank you.

JIM ZUMBO: Thank you Bill. I appreciate you filling in here on that moments notice.

And now we have our anchor man, Mr. Jack Wemple, who is the President of the Montana Outfitters and Guides Association. Jack has been guiding for 21 years. He's been a full-time outfitter for 12 years. He comes from Victor in the Bitterroot country. And he is going to talk to us on how the energy crunch will affect the outfitting business. Sir.

JACK WEMPLE: Thank you and it's my pleasure to be here for the Montana Outfitters and Guides Association, and I think Dale touched quite a bit on the energy and how it's effecting all of us. Especially in industry, I think energy has been one of our biggest costs. Fuel is, I know in my business, one of the great expenditures that we have. I think with the energy crunch that we are facing today, you're going to see a different type of outfitting come about. We're gonna lose outfitters. Right now in Montana we have approximately 430 outfitters. I think that we're going to lose quite a few of them due to the energy crunch. People are not coming as they have in the past, I believe, to the state for hunting and fishing and recreation. They will come, I think, more like Dale said, to the areas where the easy access is. I've talked to a lot of outfitters throughout the state and some of them say that they have their bookings better this year than ever in the past. Some say that they don't have any bookings. Talking to them...it's the ones around the urban areas that do have the good bookings this year. The ones that are way out in the outlying areas where it's tough to get, where they normally have people drive to them, their bookings are down. And in the long run, it might be better for our industry. We might have a better, more viable industry in the future. I think the outfitters are going to try to do more to keep the people a little longer. They are going to try to diversify their operation to where they can offer the public a service on a longer term, rather than just a week's fishing trip or a week's hunting trip or something of that nature. I don't believe the energy crunch came about as a lot say it has. I feel--and I get in trouble everytime I say this--but I feel government has created quite a bit of it. With environmental problems that have come about in the last five to ten years, although we've got the resource, I feel we just are not able to get it to produce it. I think in relation to outfitting it kind of has created a bad problem with us and it will in the future.

I would like to push on to another little item here as to our industry, which is about \$60 million industry to the state and the

tourism industry. Our industry is part of the free enterprise system and free enterprise, as you know, is what our country is based on. I'd like to talk just a little bit about free enterprise. In fact, I'd like to challenge you to believe in free enterprise. Because it does matter that you believe in it, understand it and know what it is and is not. Very simply put, free enterprise happens when the freedom of people is recognized as an inherent right stemming from the Creator. And that freedom is safeguarded as ours in the structure of the government organization. In the free enterprise system, the manufacturer or businessman owns his tools, risks his own money, sets his own prices, makes his own decisions and makes or loses money, depending on how well he provides the public with a product or service which it wants, at a price that it is willing to pay. Unless the company does something criminal or violates the public interest, the government should leave him alone to pursue his own interests. And this is regulating right back to our industry and it has something to do with the energy crunch that we're faced with. We do have regulations. We do have too many regulations and I don't think that there's any industry regulated more than the outfitting industry. We catch it from everywhere. We work with the managing agencies and we continue to work with them, solving the problems that we have. The only real alternative that we have to free enterprise is socialism or in the extreme, communism. Under these systems, the government owns the tools and factories, sets the prices, employs the workers and provides the public with a product at a price which the government set. As you can see from the energy crunch that we're faced with today, the government is trying to set the price. But between free enterprise and outright socialism is the condition towards which the United States is now gravitating--that of a constantly increasing governmental interference in business, where government sets more and more regulations, makes more and more decisions, owns more and more of the businesses and slowly squeezes the corporation out of the picture. The crucial way that an economic system must be judged is by its productive output. What does it provide for the people? What level of life does it make possible for them? Compared on that basis, free enterprise is clearly superior to alternative economic systems. And one thought I would like to leave with you. "It is not what the government can do for the people, but what the government can do for themselves." Thank you.



JIM ZUMBO: Thank you very much Jack.

Okay. I'd like to ask Norm to step up and give us a few final words about President Carter's trip down the river. And then we'll ask for questions for the whole panel.

NORM GUTH: Jim, you're kind of putting me on the spot here. I think probably because we have quite a few people in the audience and as well as the panel from the Forest Service here, I'd like to tell a

little story about my first dealings with the Forest Service on the start of this trip. I think you'll find it kind of humorous. I first kind of got the idea of this trip on a trip when I was in Washington, D.C., in a conversation with Cecil Andrus. They set the date to be the 21st of August and wondered how that was going to meet with my schedule. Well, it wasn't going to meet very good. My schedule was to start on the 20th so they changed the time of the trip a little--cut it down a day so that on my first day on the river I would be on my schedule. No problem. They'd let me do that.

I know by the end of August things slow down and I'll have no trouble getting a permit, so I didn't say anything about it and they didn't want me to say anything about it. Cecil said, "Now I want you to understand if the word gets out that this trip's going to come off too far in advance, the security people will cancel it and won't be able to take it because of the danger of keeping security through that canyon." So I let the whole thing go and finally I knew things were getting pretty close and I ran into Ted Anderson on the river, who was the river manager there. I said "Ted, I've got a trip some people can't make on my starting date. I'd like to start it one day later if that would be okay." And he said, "I'll talk to the supervisor about it." And I never made any contact with him for a week or two and finally ran into him on the river and I said, "What about that trip I asked you about?" And he said, "Well, we just can't do that, Norm. We've got rules that we've got to maintain and standards that we've got to maintain and we just can't do that." So I get to the phone and I call Cecil back and I say, "Cecil I talked to the Forest Service about that and they said they're not going to let me run that on that date." And he said, "Call them back." He said, "Tell them you've got some big dignitaries from Washington." So I called Ted back a couple days later and said, "Ted, that trip I talked to you about...I really need to make that on the 21st. It's some pretty important people, some dignitaries from Washington." "Yeah" he says, "That's what we get. Every tinhorn politician in the country is going to tell us how to run our business. You're going to have to tell them they've got to come on the 20th or wait until your next schedule." So I called Cecil back and I was telling him what happened. Well, he said "Wait a few days and let's see what happens." So I thought, well, he's gonna call behind the scenes and I'll get my permit and everything will be fine. And about three or four days later I was starting to get pretty nervous since I hadn't heard anything. He calls me up and he says, "Call them up. They're gonna put the word out today. They're gonna announce it so just go ahead and tell him who's going." Well, I called Ted back up and I said, "Ted, you know that trip I've been talking to you about with them people from Washington, D.C.?" And he just went all over me, just like a setting hen on a cat. "Just this morning" he said, "I wouldn't let Elton Handy go with one guy over his limit. You're just not going to take that trip." And I said to him, I said, "Ted, what if that one guy that Elton was going to take and that tinhorn politician turned out to be Jimmy Carter?" And it sounded like he swallowed the telephone. It took him five minutes to come back and tell me that we might be able to work something out on that. Well, he wound up winning in the end. I never did get a permit for that trip.

The story that Jim mentioned was one that we got into with the Secret Service. We always carry a couple of heavy revolvers on each trip in case we run into a problem with a bad bear. So during the preparations for the trip, all of our friends said, "Boy that's one trip you guys ain't gonna take them big guns on." So when I met with the advance planning team the first night I got the guy that was the head of the Secret Service to one side and I said "We always take a couple of big hand guns along in case we run into a problem bear and I don't suppose you guys are gonna want us to take them guns?" He looked at me and he said, "Bears?" I said, "Yeah, every now and then I have to kill a bear." He said, "You guys bring those guns. We're scared of them bears." So we got along great with those people. I think the question that I hope nobody will ask and the one that I've had asked more times than any other question, I think, since the trip, is "Why didn't you drown him while you had him on the river?" And my answer is "If you'd had a Secret Service man sitting in the back of that boat with his hand on a sawed-off shotgun, you wouldn't of thought about drowning him either." Thank you.

JIM ZUMBO: I'm waiting for you to write a book on that trip one of these days. Okay. Do we have any questions for our panelists on what they've covered this afternoon?

QUESTION: Mr. Atcheson, do you run into any problems with people hunting rivers...floating down rivers and access to land that way?

ATCHESON: Now myself, I haven't run into any. Dr. Antonioli here in Butte has, I don't recall the story exactly, but he encountered a man with a rifle that told him to leave. And, he left.

QUESTION: Do you know the state policies on that?

ATCHESON: The State Land Department has given the lessee, more or less the option to close his land if he wants to, which he can do at any point. For example a legislator yesterday pointed out to me that he is a rancher in eastern Montana and he had been crossing this section of state land and private land for years. And after you use private land--cross it for like five years--you more or less have the right to use it for access to a degree. But on state land, this can be closed instantly and he told me that he had been using this one road for years and all of a sudden his neighbor decided he didn't want them to use that land any more and cut it off. Just like that. So, in other words, the lessee actually had more control over the state land than he did his own private land. But there is a suit now by a coalition here in Butte pertaining to floating down the Dearborn River and one of the sections of land that is on the Dearborn River is a piece of state land. I don't know what part, if any part, of the suit that would be. But I am sure that you wouldn't have to look very far to find a lot of state land you are barred from fishing on. Mostly because you've got to get on to the land somehow to fish and if they've got the sign up that says no trespassing, in theory they can stop you. I don't think that if you suddenly decided that you didn't want to be arrested and wanted to test that case, then--this is my opinion--I think if it went to the Supreme Court or even another court, that you may not be convicted.

QUESTION: I'd like to ask Jack Atcheson a question. When you mentioned about a lessee asking you to remove yourself from hunting on state lands, it says on your license that you should ask permission before you hunt. Do you think you should ask the State Land Commission's permission, or do you think you should ask the rancher who leases that land for permission?

ATCHESON: I thought I was on BLM land. There's a section of BLM land right there and we thought we were on the BLM. And the lessee came and told us that we were on his land and to get off, it was his land. He didn't say anything about it being public land. He said it's his land and I actually assumed he meant it was private land, which is why I left so readily, because I didn't want to be there. But I personally don't think that anyone regards private land any higher than I do. I believe that a man's home is his castle and if he owns that land he should be able to do what he wants to do with it. That's his. But I don't feel that a lease on public land gives him any right to wanting to remove me from my own land any more than I would feel that if someone told me to get off BLM land or forest land. But I would certainly respect the right of the lessee if it were private land.

QUESTION: Jack Atcheson, do you think that you should have to ask permission of the person leasing the state-owned land to use that land for recreation such as hunting and fishing...that being non-destructive to the elements they're using for grazing? Should you have to ask permission to use land that belongs to the state?

ATCHESON: I don't think so. I have no reason to think that I should. My intentions are good. I'm not going to cause any more destruction on state land than I am on BLM land or forest land. I see no reason why I should announce my presence there, taking into consideration I certainly wouldn't want to go around a building or if there was a field full of cattle I wouldn't do it anyway. I wouldn't do it with BLM or forest land. So I don't think I should have to, no.

QUESTION: Mr. Guth, you mentioned protection of rivers by wild and scenic classification. In Montana that tool seems to be fairly unpopular among agriculture landowners, or many of them at least. What is your response to agricultural landowners who feel that wild and scenic classification will restrict their own freedom to make use of their water?

GUTH: I don't think this is true. The Wild and Scenic Act states that "nothing in this act shall abrogate any existing rights or privileges," which I believe would deal fairly plainly with grazing and other activities that might take place within a river corridor. It doesn't take the right of condemnation away from the managing agency. Of course, it has that right anyway, so there really is no change there. I really don't know why people would be opposed to wild and scenic river classification.

QUESTION: What I have in mind is when they're wondering about the possibility of their changing their own use of the land in the future or their dividing it or subdividing it...that they will be restricted and that sort of thing.

GUTH: They would be in that respect. In that respect they, if they wish to divide it--subdivide it for instance--and develop the corridor or the quarter-mile each side of the river, there would probably be some problems doing anything like that. However, if they wanted to sell it, which they would be doing if they developed, there is also money appropriated to by fee title to that land and this has been done in many cases. They also buy scenic easements. They'll go in and buy our land at the value that you have it inflated to or that it is inflated to for development purposes, less the amount that it's worth for pasture and then it remains in pasture status. This has been done in several cases.

QUESTION: Jack Wemple, you were quoted in the Montana Standard a few weeks ago as saying something to the effect that there was proposed legislation to outlaw commercial big game hunting on some tracts of public land. Was that story accurate and if so, what did it refer to?

WEMPLE: This came from a letter that we intercepted from an organization called Wildlife Watch out of Arvada, Colorado, and it's quite a lengthy letter. I didn't bring it with me. That was one of the statements in there, that there was legislation pending in Congress to abolish guiding of big game hunters on public land.

QUESTION: Did it mention who was writing that legislation?

WEMPLE: No, it did not. It said the legislation was pending.

QUESTION: I would like for Jack Wemple to address this thing on the Sagebrush Rebellion and how it might effect the loss of access and how this might effect the outfitters of the state.

WEMPLE: Well, I feel that if the Sagebrush Rebellion is passed, we're going to lose outfitting as it's known today. We won't have any access. We're having a tough enough time getting access now. Landowners have locked up half of Montana and we want to work with landowners. In fact, I would like to see it to where the landowners, Cattleman's Association and what-not come to our conventions and work with us. Maybe this is going to be a special interest thing, but maybe we can prove to them that we can go on their land and take care of their land, that we're not a renegade or something like that. Maybe we can gain from it. But as far as the Sagebrush Rebellion is proposed today, I think we'd lose, definitely.

QUESTION: Mr. Maloit, in your discussion you were talking about overhauling the Forest Service regulations concerning outfitting and what not. What specifically is an outfitter going to buy when he gets an outfitting license with the Forest Service? What guarantees does he get? What does he buy when he pays those fees?

MALOIT: An outfitter receives a special use permit to establish his camp on national forest lands. This has to be renewed annually. There is a clause in the manual that states it can be put on tenure for

up to five years. This is all he is buying. He pays so much a head for each of his guests that are on the forest land, for his livestock and has the right to establish that camp and to graze his livestock in that vicinity if there is grazing provided in that area.

QUESTION: Does he have any protection from other persons coming into that area?

MALOIT: These camp areas can be posted and that posting is to protect that site and reserve that site for the outfitter.

QUESTION: Mr. Jones, you had mentioned a mandatory 80-hour training program. Would you elaborate a little more about what you expect to cover in 80 hours and perhaps give any thought on financing such an elaborate course.

JONES: The 80-hour course came from a book that involved the European hunting situation, and they go into a considerable amount of work on basic ecology, for one thing. Each person that receives the first license, I would assume, would have such things as the understanding at least, let's say, of the relationship between the wildlife and the habitat. There's a lot of people that really do not have the respect, mainly because they don't really understand what this business is all about.

Sometimes there are six to eight hours of hunter safety with firearms, which is good but it does not go far enough in my estimation. And the thing that I am talking about is attempting to make the hunter more respected. In the books on European forestry, some of the people that are the most respected over there are the hunters themselves. I don't know that we'll ever achieve and I don't even know that we want the European type of hunting, the quality that is built into that and the appreciation that they have is a very important thing that hopefully would strengthen hunting in this country.

One little scheme that I've thought about as far as what would be received as a reward from this thing, involves the possibility of tying in some private landowners who are tired of their land being torn up, say with the public-type hunter and that at the end of the completion of such a course, these people would have access to that private land. Now there would have to be a charge for it. There's no question in my mind that the hunter, too long, has expected the private landowner to put up with the hunting and raising the wildlife without any incentive for that landowner. So I think that that's a change that has just got to come about. I do believe that we're going to have to pay for that. But if the person pays and he has a place that he can get some quality hunting, I think that would spread to the next person who might want to take the course. And I would assume that the hunter himself is going to have to pay the price of that instruction.

QUESTION: Going along with this, when I have hunted in Europe I was required to buy an insurance policy to cover any cows that I might shoot. What do you think about that?

JONES: Well, hopefully if you take that course I talked about you won't be shooting cows. There are insurance policies out right today. As a matter of fact, the Wildlife Management Institute is supporting quite an insurance program that will insure any damage that the hunter performs so that the private landowner will be more willing to accept the private hunter. And they hope that this will catch fire to maybe get more private lands open. You may wonder why a person in the Forest Service is talking so much about private land but you know, you realize that 70 percent of the lands around here that have wildlife on them, are private land.

“Telling the Outdoors/Environment Story: We Do and Don’t”

Moderator: Steve Bayless, Conservation Education Division Administrator,
Montana Department of Fish, Wildlife and Parks

1. "Problems the Press Can Create":
Bill Brown, Information Manager, Wyoming Game and Fish Department
2. "How Much Emphasis Can Newspapers Place on Outdoor Reporting?":
Malin Foster, Managing Editor, The Logan Herald, Logan, Utah
3. "The Press and Administrators":
Buie Seawell, Director, Colorado Department of Energy Conservation,
Denver, Colorado
4. "An Academicians's Viewpoint":
Fred Wagner, Associate Dean, College of Natural Resources,
Washington, D.C.
5. "Access to the National Magazine Market":
Earl Shelsby, Editor, THE AMERICAN HUNTER, Washington, D.C.

STEVE BAYLESS: Welcome to the third day of our Intermountain Outdoor Symposium and before going on with the panel I'm to moderate this morning, I want to say thanks to all of you who have participated here during the meeting. I think it's been a very interesting, enlightening meeting for many of us...very thought provoking...somewhat discouraging in some aspects, in terms of what we probably can expect in the future here in Montana and in the West.

But now in the third day, we come to what I will refer to as the "meat" of the meeting. The all important communications, which to me means the life or death of the future. Some of the things important to us in this state and to me personally are the lifestyle we've heard so much about during the presentations, the demands for our resources and the future impacts we in the West will feel as life in the United

States becomes more complex. After the last two days I know it may seem somewhat anti-climatic to many of you as it does to me, to now address the issue of press relations, as they pertain to the outdoors and natural resource concerns, but actually this is probably the most important point of the whole meeting. This is the highlight of the entire conference as far as I'm concerned. And the panelists we have today are very impressive and I think you will determine that as we get on with the program. If the various resource user groups are to ever successfully meet the challenges of today, and form the types of coalitions necessary to influence decision-makers, the communication need, I'm sure, is obvious to all of us. So this morning's panel is actually a focusing back to the theme of the conference: communications. Agencies, I am told, tend to try and manage the news and sometimes they don't know how to talk to the press. Some of us bureaucrats think the press devotes their efforts to sensational reporting only and somewhere between these two extremes there has to be a middle ground. And I hope we receive some enlightenment here this morning, with two bureaucrats and three others who earn honest livings, I think we probably will.

First on the agenda is one of the bureaucrats, Bill Brown. Bill tries hard to manage the news, or mismanage as the case may be, for the Wyoming Game and Fish Department. And by the way, I want to mention here that Bill was the original organizer of the Intermountain Outdoor Symposium, the first of which was held last year in Wyoming. Bill has a very diverse background. He has worked three years for the Wyoming department as Information Officer. Prior to that time he was a free-lancer for Peterson Publishing Company in Los Angeles. He also served as Assistant Editor of the Peterson Hunting Magazine. Prior to that he conducted an anthropology school on the Ute Reservation. I'm sure he has lots of good stories about that. He worked on development of the Ute Mountain Park and before that he was with BMW in Germany as a writer. He was also a liaison officer with NATO. With that I'll turn it over to Bill Brown. His topic, "Problems the Press Can Create."

**Outdoor
News
Reporting**

BILL BROWN: Last year when I started this thing it was really apparent to me that there was one hell of a growing need to make communications better. So far it hasn't worked. It hasn't gotten much better. One of the reasons in Wyoming that they haven't gotten better is the quality of the news people. Last year I originated this thing, and had to talk to a lot of people and I had to be nice, because I was the host. I'm not going to be very nice today. And it's easy to call names and spit at people, but I've got a slide projector and I'm going to show you some things. I deal with all the different forms of media: television, radio, newspaper, magazines. I work one-on-one. The one-on-one is always the best. It's always the most effective.

A lot of my talk today is going to be centering around newspapers and magazines. Why am I selecting newspapers and magazines? Probably because they do the poorest job. In radio and television we don't have very many problems. But with newspapers and magazines, there's quite a gap. There're quite a few problems.

For your information, Wyoming Game and Fish Information sends out news releases almost weekly. Before a news release is issued from the Wyoming Game and Fish Department, it is approved by the particular division concerned. If it is a game release, if it's concerned with game animals, it is approved by the Game Division, fishing by the Fish Division, research and development by the Research and Development Division. And a lot of the times, when I talk to someone in the press, I ask them to give me that same honor that I extend to my own people, and that's examining the story before it's put in the newspaper. They don't like it. Some have come to realize that I'm not trying to hurt them, I'm just trying to save them from making an ass of themselves. It doesn't work.

I was at Jack Wemple's a couple of days ago and there was a newscaster on television. It said that Dr. Wambach resigned because of the profanity he used during a meeting. He said that it was because of the profanities he used. Not because of the alleged profanity, but by their value judgement, the profanity. Now I don't see that that reporter had any right to make that value judgment. To a little old lady it was probably profanity, to a marine corps drill sergeant, it probably wasn't profanity. But because of the value judgement of that reporter, it was profanity, it became profanity. One of my favorite outdoor writers, who is dead now, is Robert Ruark. He said something in one of his books, "You can't unpull a trigger." Now think about that. I've had the greatest cooperation from the newspapers when they issue a story and they make a mistake on page one, they'll retract it on page 13. Once that story is printed, it's there forever. That becomes fact in the minds of many people.

I want to show you some pictures of some of the stories and what-not. Can somebody get the lights? And the slide projector?

(TALKING FROM SLIDES) "The coyote, indispensable and indestructable." High Country News, June 1, 1979. "Man's threats - abundant guns, traps, poison, hounds and cars are everywhere." Cute pictures. The coyote learns from its mistakes and passes such knowledge to its young. How many biologist do we have in the group. That became fact because it was printed in the High Country News. Persecution...despite persecution. Nice words. For over a hundred years it has successfully withstood the onslaught of man's technology and antagonism. Are you starting to feel sorry for the coyote? Only threat is man. Now then, wasn't it good for the Colorado Division of Wildlife to add credibility to this story by loaning their photographs to the High Country News? By the way, it's the Colorado Division of Wildlife--they couldn't even get that right. It's not the Colorado Division of Game and Fish. It's their staff photographer. I get requests for photographs almost daily, and they say we'll give you a credit line. So you read a story that is in opposition to what you believe in--what your department believes in--and then they put your photograph in, put your name underneath it and you have added credibility to what they've put out here.

And then there was the situation last year in Casper. There was a bear marauding through Casper. The bear became a nice thing for the press to play with, and since we were monitoring the bear's activities, trying to keep it out of the school yards, it became a big joke, a very big joke. Until "URBAN BEAR SHOT DEAD BY GAME AND FISH." We should have left it alone. We shouldn't have shot the bear. There were a lot of problems here, but the press started playing with it. I wonder how they would have played with it if the bear had killed someone on the playground? Then it would have been "GAME AND FISH RESPONSIBLE FOR BEAR MAULING CHILD ON PLAYGROUND." But instead it went this way. But it sold a hell of a lot more newspapers like this.

I've got copies of all of this if any of you would like to see it. "Only on rare occasions do park employees resort to killing bothersome bears." I wonder what the Craigheads think of that? How many grizzly bears have been killed in Yellowstone Park by the Park Service? Nobody knows. They were lucky. It's remote enough, they don't have the press there. "The animal made it's last stand for freedom." And you can always count on the word of a bystander.

Okay. On to another topic. I get a lot of calls from the press, bunches of them. When does elk season start? When does it end? When does antelope season start and when does it end? Like Montana, Wyoming is divided into many areas. If we release that information and say that there is one area that opens on a particular day, they're very likely to say that antelope hunting in Wyoming, statewide, opens on that particular day. So we don't release that type of information. We sent every newspaper in the state all the information, and if they have time they can sit down and make a news release out of it.

"THE DEADLINES FOR ELK AND DEER PERMITS HAVE ALREADY PASSED FOR NONRESIDENTS." How do you think the residents of Wyoming, when they read this in the Casper Star Tribune, felt when they read they couldn't buy deer and elk licenses? Do you have any idea how many telephone calls we started getting after this was put out?

And then the greatest thing of all is when you get the telephone call from your best state newspaper and they say "Hey, can you give us the skinny on this feeding of wildlife." In case you didn't know it, the Wyoming Game and Fish indulges in a practice of feeding wildlife in many areas. And, you ask "Is this off the record?" "You bet," they say. "We're not going to print any of it. We just want a background so we can move our stories in that particular direction ...da...da...da...da...da..." So you spill your guts out to them. You tell them what's really wrong with the system. What's right with the system. You tell'em everything. And the next day it's on the front page of the biggest newspaper in the state, the Casper Star Tribune, along with a drawing. Some of you might not be able to see that. It's titled "Jackson Hole Elk Feeding Program Ridiculed." Well in Jackson there's some very well-meaning individuals, instead of throwing out garbage, they feed it to the deer. But they like to do it beside the

road because of heavy snows. There were some that were here with me just before the story came out and what we did is draw the deer down to the road and then they got run over by cars. It's okay to get run over by the cars, but to starve to death, that's terrible. And I said they were being fed by the Jackson Hole bleeding hearts. It's true, I said it. Off the record. And I also said that people are doing no more than signing the deer's death warrant. I said it.

This one really got me in the you-know-what. I said this about my own department. "GUILTY OF APPEASING THE PEOPLE." We are guilty of appeasing the people by feeding elk and deer in the state of Wyoming, because biologically, it's nonsense. But in case you haven't figured it out yet, in this country there's very little wildlife management going on. We manage people. When the people want something, a lot of times we'll give it to them. Feeding deer in Jackson Hole started out right after the turn of the century and it was started by the Boone and Crocket Club and I don't have the exact dates. So it started back when we didn't have much biological knowledge and it continues today, when we know better. I also said that they were lured off the winter range by the feed that people were putting out. But you see, they added some other stuff in between there because he wasn't a good enough reporter. He just got some good words, some good puzzle words from me. Dying wildlife really isn't very funny and when you say that it looks bad. And there's always a bystander that get's the same credibility that you do. I guess there're bleeding hearts every place, she remarked.

I wonder how long ago it was that there was a town crier who ran through the streets and said, "It's two o'clock and all is well," and he kept going..."It's three o'clock and all is well"... and he kept going..."It's four o'clock and I just passed the manor and Sir Richard is in bed with Lady So-And-So and they're not married." That's probably the way the press worked then. They didn't sue people for liable then. They were more effective, they cut off their heads. I don't know how long we can continue living with the, "it's rumored that," the "according to's". You know all the phrases.

I want to stop picking on the newspapers though for a little while here. I will undoubtedly be on the AP wire about this and be in trouble even before I get home, so I might have to stay in Montana.

Now then, we have another astute group. They're called outdoor writers, OWAA members. Well, we've got a lot of letters from outdoor writers asking us for a lot of things. Okay. Here is an outdoor writer, writing to us. I don't think he's an OWAA member. Can you read it? "Could you please, please send me all of the information you have on wildlife, conservation, ecology, etc. on the following subjects: local martens, humming birds, hawks, etc. etc....dogs, eagles, ducks and beagles, cockerspaniels, etc., etc, bears: black, giant pandas." I mean, in Wyoming we've got a lot of information on giant pandas. We've got a whole library on giant pandas. We have that on horses too, and ponys and other animals: badgers, beavers, elk, monkeys, chimpanzees, bighorn sheep, wolverines, tasmanian devils. They go on

and on and at the bottom it says "Thank you very much." And also, I think it says on the back, "Please send me all other addresses, samples, booklets, pamphlets, pictures, posters, information papers, patches, graphs, charts, instructions, articles, paraphernalia, etc., etc., etc. that you have on the topic. Thank you very much."

I'm going to try to cut off this name here because I don't want you to know that this was Chuck Dorison. "Realizing that you have many demands on your time, I'm asking only if you could supply a free rundown, one-and-a-half single-spaced pages generally describing what fishermen can expect in your state in the major areas. I need only a short overview." Mind you, a page and a half single spaced. That's a short overview. My answer...I start out nice. "I hope you don't take offense, but I am also an OWAA member and a good friend of Andy Lightbody (who was the managing editor of the magazine at that time). My predecessor took great pride in writing all the articles and reports for national publications. I don't. I feel that it's unfair competition with the outdoor writer, who must make a living with what he can sell. I see by your stationery that you are an OWAA member and feel it much better if you contact an OWAA writer from this directory. I help OWAA as much as I can. Perhaps this is my way of helping them again. My job is that of providing a baseline of information. This I have done. For a rundown as you requested, please contact an outdoor writer." When he received this he called my directoy at night and raised all kinds of hell.

Now I'm sure that if there are any manufacturers here they'll agree. These buggers are always getting ahold of you and begging. He's generally asking for information, but then also he says, "Also, we would like to know what complementary facilities you could offer our agents who visit." I get a lot of letters asking for free licenses all the time. Can you imagine what my public would think, as hard and as expensive as it is to get a Wyoming license, if I started giving the licenses out to our writers. Oops. I may have been showing Dick O'Connor's name. "I need your help. I want to hunt for a month in Wyoming next fall. I want to hunt mule deer, elk and upland game. I will be accompanied by a retired Maine game warden." That automatically gives him a lot of credibility, because you see, he's with a Maine game warden. And he's gonna do me a big favor. He's going to write a series of articles on Wyoming and the area we hunt. "They will be published in one of the big three, or possibly NRA's publication." And then he hits me. "Is there a ranch owner who might like to take us on? Do you have some ideas? I earn my living by the typewriter, so I can't waste four weeks of my life coming way out there and being pointed in all directions." I really felt sorry for this guy.

And he goes on. "Can I get permits? I would like to knock off a buffalo. I will be happy to pay your rancher a fair, going price for the animal if I can get out and bag the animal on my own, etc." He asked for free licenses and, "Do I know any outfitters that offer free hunts?" If I knew any outfitters that offered free hunts, I'd go on on them myself.

I think with a lot of the newspaper and magazine people, we see a very common old trick, and that is by cutting someone else down you very often have a tendency to build yourself up. So how do we handle the press in Wyoming? Very gently. Maybe that's also a mistake. We avoid making telephone news releases, since we know they're going to screw them up. If someone wants a release, we will take the time to write it and give it to the individual. That way, when they mess it up we can jump on 'em with both feet. But we're lucky, I've gotta say this, I've been pretty mean. All of a sudden, we're getting some good reporters and some good people in Wyoming. They're starting to be concerned and they're starting to listen and starting to work. And I'm all for journalism, I believe in it. It's my job. But I think it's time it became responsible and I think it's time for outdoor writers to stop begging. Maybe it's time for editors to start paying more. You got that coming. But there needs to be some changes made. We don't need to be concerned about the kind of car Bob Wambach drives, nor his personal life. But there's a lot of those that we need to leave alone, I think. But it doesn't make near as good reading. I think that's all I had better say. Thank you.

STEVE BAYLESS: Thank you, Bill. Our next speaker is Malin Foster, who is Managing Editor of the Logan Herald in Logan, Utah. And after talking to Malin about his background and so forth, it was obvious to me that he has a deep sense of responsibility...a feeling of responsibility to both the public and natural resource issues.

Malin has been a journalist for 20 years. He worked for the Salt Lake Tribune, the Desert News, the Ogden Standard Examiner and he also worked for United Press International for three years in Helena. He left full-time newspaper work for seven years, during which he was a board member of the Rocky Mountain Center on Environment in Denver. Also during that period he was engaged in environmental communications consulting work and operated a small guide and outfitting business. So with that I'd like to turn it over to Malin Foster. His topic is "How Much Emphasis Can Newspapers Place on Outdoor Reporting?"

MALIN FOSTER: You didn't know it yesterday, but when you were listening to the very interesting and provocative discussions we were having on the Sagebrush Rebellion, there was a small drama taking place in northern Utah. I learned about it about ten minutes before the meeting was to start yesterday, when Bern Shanks came in and said, "Malin, you gotta call Utah State University and get in touch with John Flannery just as fast as you can." John Flannery is a journalist. He's a writer for the USU Information Services Department. He had done a news release based on Dr. Shanks' points of view on the Sagebrush Rebellion, and you heard all that yesterday. And if you haven't got the idea about what's happening here now, you can pretty well get the clear picture by this headline: "SAGEBRUSH REBELLION IS FUELED BY HYSTERIA." That headline, incidentally, appeared in my newspaper the day before yesterday, and luckily I was up here and my city editor, Bob Finley was down there. I called him after having

"How many people do you know in state and federal environmental or natural resource management agencies who are articulate enough to really get the message across?"



talked with Mr. Flannery about what was going on down there and Bob indicated that he had had no telephone calls. He didn't even know this was going on, but I want to use this as an example of some of the problems that can be created and I think, in some cases, necessarily. I think that some of these things can't be avoided. What has really been going on in northern Utah is after that news release was put out by USU Information Services--and I don't know whether all of you understand how most universities operate--they have their own news service. At the Herald Journal in Logan, we depend on that news service very, very much and we have a lot of respect for the people who work there. They have credibility with us. We very seldom, for example, have to rewrite their news releases and incidentally, Bill, ever now and again you have to rewrite people's news releases. Everybody doesn't write them as well as you do. What the real problem here is, a problem of image for a university. And that's a thorny situation. I'd like to talk about it for just a minute here.

The College of Natural Resources is where Dr. Shanks has been teaching for several years. The news release is literally pregnant with all kinds of great phrases. "Masked by patriotic fervor and fueled by hysteria and paranoia, is the way Dr. Bernard Shanks describes the Sagebrush Rebellion." That's Dr. Shanks point of view on the Sagebrush Rebellion, and as such, it's perfectly valid. What happened is that the news releases appeared in the Salt Lake Tribune and The Desert News, a day ahead of the Herald Journal. The Utah Farm Bureau people in Salt Lake apparently came unglued. They fell right off the wall and after rebounding from the wall, they went to Logan. They contacted the department head at the USU at the College of Agriculture. The didn't even make the connection between Dr. Shanks and the College of Natural Resources. Okay. What's happened as a result of all this is that the administration at USU has decided at this point that all news releases written by USU Information Services on the Sagebrush Rebellion--and I guess they decided to toss in the MX missile issue, which is something else we're a little concerned with in

Utah--everything that USU puts out on those two topics now has got to go through the administration. It has got to be cleared by someone in the administration, in the president's office. Now that's perfectly legal. It's perfectly ethical and it's in order as far as it goes. I have some problems with it and they are basic problems I guess that most journalists would have. I guess in the worst, or possibly the best of all situations here, if we indeed, as journalists, are going to get anything out of anybody at USU on the Sagebrush Rebellion or the MX missile, we are, in a sense, going to have to end-run the administration. We're going to have to go around this agency within the university structure to get the news that we want to get, to get the points of view of people on that faculty who are experts in these fields. Now I'll be 100 percent frank with you, I'd just as soon depend on information services. They've been dependable in the past. They've done an excellent job for us. We have had no reason or cause whatsoever--or very little--to worry about the kinds of things that they're putting out. It just makes our job a little easier. But that's apparently not the way it's going to be in the future. We're going to have to deal with the situation. I wanted to bring this up because I knew that most of you in the room had heard Dr. Shanks yesterday and had participated in various ways in the Sagebrush Rebellion discussion, but it's a beautiful example of what can happen when the news media--journalists in general--take a topic and really run with it. Now this is a really well written news release. Dr. Shanks is quoted properly. He has some very strong opinions about the Sagebrush Rebellion as you know, and they just happened to get into print. It has thrown the USU administration into a bit of a tailspin and by this happening it's causing everybody some problems, not the least of which is going to be the College of Natural Resources at USU and their future dealing with Utah State Legislators, who are now toying with some funding for an addition to the building that they need to conduct their research and their classes.

I personally don't have any problem with that news release. It's a legitimate news release, it's a sensational news release. When you liken something to McCarthyism, which Dr. Shanks has done in the case of the Sagebrush Rebellion, you're going to get attention. And I'm perfectly willing to admit to you that if I were interviewing someone and he or she likened the Sagebrush Rebellion to McCarthyism, I'd probably put it down to my notebook. I might be a little bit careful about how I wrote the story and I think that John was fairly careful in this situation. There's no conceivable way that we can wipe out the problems that this kind of thing has created for USU and I really wonder--and this is a philosophical situation--I really wonder if that is the news media's job. I personally don't think it is. I don't think it's our job to be public relations people for anybody, whether it's a university, whether it's a state agency, whether it's a federal agency, whatever it is. Our job actually is to responsibly and accurately, and interpretively, our job in newspapers and my comments, you have to understand, are going to be directed strictly to newspapers...is to not only give the public the news, we also have to interpret the news as well. We get criticized for running on page one in the Herald Journal analyses and in-depth features or commentaries, even though we stick a

little flag right in the copy that says "analysis" or "commentary." I mean the reader has to be blind if he or she can't see that we are letting them know that this is either someone's opinion or their particular point of view on something. That's a responsibility that we have and for the first part of my discussion, I'd like to address my remarks to the relationships between the print news media and their sources of environmental and outdoor news. Because I think there're some problems there. Bill Brown has regaled you for quite a few minutes here with some of the most incredible horror stories I've ever seen and he's shown me some things there that, if I were managing editor of one of those newspapers, I'd either have a very bad ulcer or I'd quit... some serious problems. But I think that one thing that you have to realize, and especially as representatives of state and federal agencies, is that the news media are going to cover you. Whether you like it or whether you don't, we're going to try to find out what your doing. You can make the job difficult for us by trying to over-manage what's coming out of your offices.

You can make it sometimes too easy for us by spoon feeding information on a daily and weekly basis but the bottom line, friends, is the fact that the news media, if it's going to be responsible at all, you're going to get covered. In some cases--and Bill has very aptly pointed out several--you're going to be covered badly. In other cases, and I hope this is the situation at the newspaper where I work, you're going to be covered well and fairly.

I guess the underlying philosophy is the public money, public information syndrome. You are, in one way or another, spending public money. Now I've heard Fish and Game Department people come right back at me when I start to argue this point, "We're not spending tax money." In some cases you are spending tax money. You're spending Dingell-Johnson funds and Pitman-Robertson funds, but the bulk of the money in most state Fish and Game agencies comes from fishing and hunting licenses. Now friends, if that's not public money, I don't know what it is. It may change our responsibility as far as dealing with the outdoors--hunting and fishing and that kind of recreational news--but it's public money. It's money that someone has put on the counter to buy a hunting and fishing license. I have a responsibility in my newspaper to let people know just exactly what you, as Fish and Game Department officials, are doing with that money. And I'm going to do everything I possibly can to fulfill that responsibility.

Another thing that I think that you have to realize, and most people that I've had dealings with in my years in environmental and outdoors news have been very, very well aware of this and it's worked out well for me. But I think another thing that you need to realize is that state and federal agencies need the press. There is no conceivable way that any of you can afford to, for example, put together a direct mail campaign so that everything that you think the public needs to know about gets to the public. That's ridiculous to even try to do something like that. There's no way that you can handle it without public and commercial news media.

Consequently, I think that that kind of realization has, over the years, made things a little bit easier as far as our relationships are concerned. We encounter people once in a while who don't believe that there's that kind of need. But there is. And in order for that job to get done properly, there has to be some decent relationships between the news media and their sources of information, environmental scientists, fish and game department administrators, whatever. Journalists, by nature, especially since the advent of the Watergate issue, are a little bit strange. If they can sense some kind of a coverup back in the wings somewhere, they'll go for it. That's all they need, just the underlying sense that somebody is trying to hold something back.

Unfortunately, this is especially true in the minds of many journalists, especially those that are coming out of journalism schools today. Incidentally, 63,000 graduated from this nation's schools in 1978, with not enough jobs. This is pertinent to what I am saying right here. The reason the enrollment has gone up so drastically. I feel--and this is a personal opinion--is the prospect of an incredible job where you might have a real good opportunity to blast a President of the United States right off the planet. One of the problems is that once they get into the first job for about six months, they realize that they're going to have to do PTA releases and write obits and that sort of thing and so the thing doesn't appear to be that glamorous after a while.

But anyway, if there's any perception that somebody in a state or federal agency might be covering something up, you can expect an aggressive newspaper journalist to really go for it. As for the news you might be trying to manage, the information you might want for one reason or another to keep from the public for a while, you may have perfectly valid reasons for doing this. But by just saying, "I have no comment about that, I can't talk about it right now," all your doing is peaking the interest of journalists and their going to hunt.

Now talking about hunting and fishing, there are classes in journalism schools these days that teach people how to go for that sort of thing. When I was going to school we didn't even think about it. So I think that's one of the situations that you might take a pretty hard look at. I had a very unusual experience about four years ago. In Utah, the Division of Wildlife Resources' big game manager from the northern region walked into my office and said, "You got half-an-hour? We have blown it badly in connection with something that we have done with our elk herd at the Hardware Ranch. We have made some serious mistakes and there have been some problems created with the bow hunt as a result of this." That's a long and intricate story. The reason I'm saying this is that I just about fell off my chair. Here was an individual who worked for a state fish and game agency, walking into my office, asking to sit down with me and explaining a mistake that he and some other big game managers had made. And he wanted to get it in the paper. Well, it got into the paper, very obviously. That story, a long, involved story since he took the time to explain the situation very carefully, made the division look pretty ridiculous. What came out

in the newspaper was what I consider to be a piece of pretty excellent journalism. And I'm not saying that because I wrote the story. I feel that way because I think that the public was very, very well served. Not only by the news media, but more importantly, by the state agency that's in charge of managing wildlife in Utah. That's a very unusual situation. You don't often have people walk into your office and say "I made a mistake. Can you get it in the paper?" I think that you can probably see in the long-run what kind of attitude that that action might spawn as far as we're concerned. That man has an incredible amount of credibility with me now and with most other people at the Herald Journal.

We trust people more who are willing to go to those kinds of ends to let the public know what's happening. As far as I can remember, the Division of Wildlife Resource had absolutely nothing, really, to gain, other than some public good will by doing that.

Along the same lines as far as sources of outdoors and environmental information, let me talk about trying to keep things under the surface, trying to over-manage information. I don't know how many people use these tools in Montana, Idaho and Wyoming, but we have available to us, for example, the Freedom of Information Act. And I'll try to simplify that situation a little bit by saying that it is simply a federal law which allows access--access to anybody in the public--to information about something that's going on in government. And, if they can't get a straightforward answer, which is very frequently the case--you can go to the Freedom of Information Act and you can demand it. And, most of the time you're going to have to be willing to spend a couple of months dealing with reams and piles of paper, but you can get to the information by use of that particular act.

Utah, three years ago, amazingly, passed not a Freedom of Information Act, but a Sunshine Law, an open meeting law. The legislature passed a law which allows journalists much, much more access to what's going on in government than they've ever had before. Colorado has what I consider to be an amazing open meeting law in that it permits the press into legislative caucus rooms. Now we all know that's where all the work gets done. That's where the decisions are made. And in most states, those caucuses are closed to the public. We have absolutely no access to them. What we have to do is stand outside the door and plead with these people when they come out, to tell us what's going on. Colorado I applaud very heartily for that particular law. But those kinds of sunshine laws are another tool that we can use. And we find people more and more getting very defensive when they're approached by a reporter. After he's told, "I have no comment. You don't need to know about that." A reporter frequently responds, "Okay, maybe we won't get it today sir, but we'll go to the Freedom of Information Act or we'll get an attorney and deal with you through our open meeting laws. We'll get it." This kind of activity, as far as I'm concerned, creates enmity between journalists and their sources of news that we don't really need.

Bill Brown just gave you a horror story about the situation in which he said, "Yeah, I'll tell you some things as long as they're off the record." Bill has every justification in the world about being upset about that. If a reporter agrees to listen to you off the record, then that's really what it ought to be. But the problems are there. The problems of what we perceive in some cases as trying to over-manage news, makes the news media defensive and in the long run creates some problems for all of us. Not the least of which is the general public because that is what we are really looking at. It doesn't really make any difference how informed we are. You, as sources of environmental and outdoors news, know the information. We hope we know it after we talk to you. But what we're trying to do is serve the public here. And these kinds of interaction problems are resulting more and more, I think, in a badly informed public really. If we could create a world in which all journalists were completely responsible, had photographic memories by which they could quote everybody absolutely perfectly--not a word out of context--that'd be great. It would also be great if we lived in a world where all the agencies and the sources of this kind of news were 100 percent candid and also 100 percent willing to do the translation that's necessary with this kind of information. That's not how it is and I think you all realize that.

I hesitate to get into a bit-by-piece answer situation as far as Bill's presentation was concerned, because of the fact that all newspapers, all editors, all publishers are not the same. In fact, I would be willing to say that every newspaper editor and every newspaper publisher you encounter is going to have a little bit different philosophy about how the newspaper does things, how aggressive it is about covering issue-oriented material, how passive it might be. And there are newspapers in the Rocky Mountain region that wouldn't touch a hot issue with a ten-foot pole, simply because they feel that if they get that controversy going in their newspaper, they're not going to be selling any more newspapers. Now that is hogwash. That is completely ridiculous. Most of the daily newspapers that exist in the Rocky Mountain region are complete monopolies, with the exception of those in Denver, where there are two large dailies and Salt Lake City, where there are two large dailies. Any place where you only have one daily newspaper serving a circulation area, you really don't have very much to worry about. People are getting their spot news on television, but they are still relying on the daily newspaper for the depth. And so we hear the excuse that if we get into that story, if we start stirring that pot, we're going to lose subscribers. You might lose three subscribers. At the Herald Journal we have outrageously offended several people in government, and some people who are not in government. And our publisher worries a little bit from time to time about the possibility of our losing circulation. I think the worst thing that ever happened at the Herald Journal occurred when we published a picture on page one last year--almost a year from now--of a graduate from Utah State University who chose to wear some cutoffs under his cap and gown. He had a bandanna handkerchief headband and he had no shoes on. He also had a paper cup in his hand, which we later discovered was Kool-Aid or something like that. But my Saturday night editor chose to put this picture on the front page. Now

that just offended the hell out of everybody who reads the Herald Journal, with the exception of me and two or three other people. We got letters to the editor for three weeks about that thing. Now you take a guess how many subscriptions we lost over that. And I mean people were incensed about this. They were writing and making anonymous telephone calls about my future day after day. We lost three subscribers. So any time if you get into a philosophical discussion with a newspaper editor about how aggressive he or she might be about covering news and they say, "Oh, we can't get into these issues, it's too touchy," just tell them it's BS because that's not the way it is in the Rocky Mountain region.

But back to the point. You're dealing with a whole flock of different philosophies and different attitudes about publishing newspapers. When I worked in Montana, the daily newspapers were just sort of getting out of the old historic business of having been controlled and owned by the two biggest corporations in the state. I don't know how newspapers here are now. I gather from what Bill Brown is saying that newspapers in Wyoming leave a little bit to be desired. I think that as agency representatives and as people--environmental scientists, universities, whatever--you need to know who you're dealing with. You need to get into the philosophies of your local newspaper and know how to approach people that way. That's one way that you can really avoid some problems. You need to know what to expect and know what not to expect. How you go about changing those kinds of things over a long period of time, I don't know. Newspapers are in business to make money and if the people who own and operate them feel that they can't really deal substantially with issues and still make money, then you've got a problem.

I think one of the biggest problems that we face at the Herald Journal--and whether or not anybody else knows it, most newspapers face it--is the job of translation. You're dealing with environmental sciences, especially now that energy is the big topic. Incidentally, we just got through doing a survey of all the managing editors of daily newspapers in the five northern Rocky Mountain states. Almost every one of them ranks energy or some kind of environmental coverage as their top, ongoing story. That amazed me when we got those questionnaires back that everybody felt that way. But these kinds of topics are extremely difficult for journalists to translate. Our first pane at this conference included William Ritz from The Denver Post who does nothing all day but write about energy topics. This guy has an excellent job. He has an opportunity to deal with one aspect of environmental reporting. Consequently, he can be excellently prepared. He can be well backgrounded. He can take the time to do the research to learn the terms. Let me give you an example. Our paper is an afternoon paper. If I assign someone to cover a speech or to do an interview at 10 in the morning involving some pretty complicated environmental scientific principles, I need to send someone on that assignment who knows all the languages. I need to send somebody who knows what phreatophytes are and what riparian habitats are and all the rest of it. A lot of us can't even spell those words, let alone translate them for the public. And that, as far as I'm concerned

as an editor, is one of the largest problems we have. At the Herald Journal, which is a small paper with a 12,000 circulation, we can't afford to hire a full-time specialist who has all that nuts and bolts type of information. If you send someone out on assignment who knows nothing about environmental science and expect that person to come back in an hour-and-a-half and turn out a good, readable, understandable story, with 45 minutes until deadline, then your kidding yourself. You can't do that.

Part of that is our problem. We perhaps should take a look at getting out of the graduate school or journalism graduate business and insisting, as we used to do, that people going into journalism get an education in something significant like political science or economics or, in this case, perhaps we need to take a look at training more people to deal with the environmental sciences. As I say, part of this problem is the journalists and the news media's problem. The other half of the problem--and I think it's about 50-50--is your problem, as sources of environmental news. How many people do you know in state and federal environmental or natural resource management agencies who are articulate enough to really get the message across.

Another big issue between reporters and agency information people arises when agency people say they're going to have to look at the story before it's published, or "You're not going to publish it." Most journalists will say no. I'm the journalist, you're the news source. You've got to trust me whether you like it or not. Now, I think in the best of all possible worlds, a really good journalist--if he or she was into a topic that might be a little bit shaky as far as basic understanding is concerned--would probably request the opportunity to go back and say, "Take a look at this news release. Here's a rough draft of my story. Let me know if there's anything technically, factually wrong with it." The problem that we get into in those kinds of situations is that a lot of people who are news sources fancy themselves as reincarnations of Ernest Hemmingway. They're the best writers in the whole world and newspaper journalists are the most rotten writers in the whole world. They don't want it to sound like we put it on paper. If you could ever get into a situation where people would be willing to review copy for just the facts and whether or not the concept had been interpreted properly, we'd all be okay. But that, as far as I'm concerned, is one of the most important and serious problems that we all face, especially in the Rocky Mountain region. I've spent 20 years in journalism of one kind or another in this region, and I still don't feel that we have an adequately informed public on environmental issues and this is probably the basic reason that we don't. There just aren't enough people who really understand what's going on in this area.

Now I don't know how you affect changes. I don't know how you really go about the business of getting people to talk more. Symposiums like this one are a good opportunity to do it. I think, Bill, in your situation, you indicate that things are shaping up in Casper right now. You're having a little bit better luck. I think it would help sometime if you would approach the newspaper, the radio

station or the television station in such a manner that you don't put them on the defensive. You might get together with the publisher or the managing editor and say, "Look, I've got a problem with this news release. It's ridiculous. First of all, what we need to do is straighten out the facts and get the correct information into the paper. And second of all, and most importantly, we need to see what's gone wrong here. We need to see if there are ways that we can do this job a little bit better." If you put newspaper editors on the defensive when they're already on the defensive from seven in the morning until they go home anyway--and my wife claims that it hangs over into the late night--you're not really going to get very much done. I think that there is a possibility for dialogue. And I'd appreciate any kind of information or any kind of discussion that any of you might have about this kind of dialogue.

Now I've gone on and on about some problems here that have absolutely nothing to do with how much outdoors news newspapers can afford to print. I want to talk about that for just a minute here. I think that outdoor recreation news is probably one of the most important ingredients in any Rocky Mountain daily newspaper. Another thing that you have to understand is that the editorial departments of all daily newspapers are dealing with chunks of space in their papers that are left over after the advertising department gets through. How many people in this room have ever taken a tour and taken the time to learn the nuts and bolts of how a newspaper is produced and published? And there are some newspaper people here I know who obviously would know that. Let me see the hands again. That's admirable. I expected one or two.

There are some technical problems involved in that and I think that the attitude of many editors and may publishers today is that with all of the problems that we've got going on in the Middle East, in Washington, here and there, we may not want to devote the space that the public might want to have us devote to outdoor recreation news. Environmental issues, as far as I'm concerned, are the kinds of stories that should be sprinkled all over the newspaper. The energy situation, for example, is mainly an economic issue with a lot of politics involved in it. Some of those stories ought to be on page one. Some of them ought to be on the business page. We, right now, are sectionalizing a lot of our environmental news and within the next six months we're going to quit doing that. We've got too many stories that deserve daily approaches in the paper, and I don't think that they should be sectionalized. But outdoors, the hunting and fishing business, the recreational vehicle, the mountain climbing, the backpacking and all of that, is to a certain extent, entertainment news. The reason for that is that that's the way that newspapers were posted for years and years and years.

Very, very few newspapers have really had the guts or have really taken the time to get into the issues involved in this. If you don't think that there are politics involved in hunting and fishing, you had better take another look because there are. If you don't think that there are environmental scientific issues to be dealt with, you had better take another look. And there again, I think newspapers are

selling their readers short by keeping this kind of news compacted into one spot in the paper. You're going to have a certain segment of the public who expects the outdoors page every week. They're going to turn to that and they're going to read it. I don't know how many people pay attention to really in-depth issue coverage on those kinds of pages. I personally am more than willing to devote a complete and open, full-size newspaper page once a week to outdoors, hunting and fishing type news. We have a couple of columnists who do a good job for us on fishing topics. We deal with hunting seasons, fishing seasons, whatever, and the entertainment type features about people who are climbing mountains, skiing down mountains in the late spring and that sort of thing.

I think it's very important and I think that the outdoor writers in the audience might be interested to know that most newspapers are not set up in such a way that they can deal with very much free-lance information. We have quite a few people come to the Herald Journal who want to sell us an article. And they want to sell us an article that's 3,500 words long. Well hell, that's two-thirds or three-quarters of an entire newspaper page. We simply can't do that. Outdoor writers who are free-lancing and who are directing most of their material to the national magazines are geared up to an entirely different kind of writing than we handle in newspapers. I'm not saying that you shouldn't ask whether or not a paper is willing to buy free-lance material, but I think that if you do ask you had better be ready to tailor the kind of writing that you do to the newspaper's format. But again, most newspapers are not set up to deal with free-lance stuff. They like to assign it to their staffers. Generally speaking, and this is another big surprise I got from the survey we did, a lot of newspapers in the Rocky Mountains have outdoors pages and more than I thought have full-time outdoors editors. I don't know how they do that. I don't know how they justify having one person spend all his or her time dealing with outdoor news but they do it. And that's an excellent situation as far as I'm concerned.

As far as the hunting business is concerned, I think that there has to be a balance in daily newspapers. And because we're looking for a well-informed public, there has to be a better balance between the issue oriented, the political stuff, the scientific stuff and the "me and Joe" approach. In a daily newspaper you have a responsibility not only to inform people, but you have to entertain them. We have to publish the damned horoscope. If we left the horoscope out of the paper the public goes into an uprising. I resent, personally, that kind of space utilization, but that's entertainment. Feature stories about hunting and fishing I don't resent, but they are in the entertainment vein and I think that too many of us are hanging on to the vestigial approach to outdoors reporting, the first-person account of a great fishing trip that's not really serving the public that well. It's good entertainment. It's lively reading if it's written properly, but I think that people who hunt and fish, trap, climb mountains or backpack deserve to be more carefully informed about the issues that are affecting the kind of recreation that they do.

That was coincidental. I'm through. But in summary, the main points that I would like to leave with you are that, yes, I realize, and I think that most managing editors realize there are some problems as far as the relationships between news media and their sources are concerned. I personally don't feel that we're any more guilty of creating or perpetrating these problems than the people who make the news are. I think we need better understanding, better translation skills on both sides of the picture. And again, I think that outdoors news is something that needs to make a little bit of an evolution from the strictly entertainment approach. And incidentally, OUTDOOR LIFE, FIELD AND STREAM and SPORTS AFIELD are doing a magnificent job in making that transition. I think that's a very important transition for all of the people. Thank you. ✓



STEVE BAYLESS: Our next speaker is Buie Seawell, the Executive Director of the Colorado Office of Energy Conservation. He's an impressive individual and has impressive credentials. He has a graduate degrees in law from the University of Denver and very importantly, I think, a graduate degree in theology, which certainly places him in a unique position to help us with our energy issues today. He served as Director of Communications for the the Rocky Mountain Center on Environment from 1971 through 1975. During this time he hosted environmental programs on KRMA-TV, Denver, the public broadcast station there. From 1975 through 1977 he served on the Colorado State Land Use Commission and he's been with the Office of Energy Conservation since 1977. As you will note, Buie hales from the deep South...North Carolina, but has been in Colorado for quite some time. Buie.

BUIE SEAWELL: Thank you. We've got a time problem and southerners supposedly talk slowly so I'll try to cut down on the amount of information. And you know, in the South you never trust somebody who can talk faster than they apparently can think. And that's one of the reasons that we think it's good to sort of draw words out and give them a certain resonance as we go along. I will try to do it in 15 minutes.

The administrator and the media is one of those love-hate relationships that this country built when it framed its Constitution well over 200 years ago, and as the ideas that led into the 1789 document matured, I think that was guaranteed. As a result there would always be tension between those who held office and those who had, under the Bill of Rights, the responsibilities of the most important single amendment to our Constitution. It is never going to be a simple

"The public and the media do not have some constitutional responsibility to see issues the way the government bureaucrat happens to see them."



relationship but it is a critically important one and I will try to focus on some of the dimensions that I've seen in the three years that I have been a state bureaucrat. I should point out that for 40 years I was not at the public trough, and during the years I have been, I have lost 14 pounds. More than ten years ago, before I came to Colorado, I lived in the research triangle area of North Carolina, where three rather substantial universities are, and where I worked for the church in an urban planning capacity. During that time I became somewhat involved in politics in that area, and my father had been a state politician for years as had his father. The family has been fooling around with politics longer than my memory can run back through the family tree. But I was to be put up for chairman of the party for Orange County, North Carolina. And Orange County is divided between the liberal end at the University of North Carolina and the conservatives over in Hillsborough, where quote, "The good ole boys live." And the party caucus was going to be in Hillsborough, and I was from Chapel Hill and I was to go up there and my name was going to be put in nomination for being chairman of the party for the county. I called up my father the day before and said, "I'm pretty nervous about this. What should I do?" And he said, "Well, give them a firm handshake, look them in the eye and tell them the truth." So I did that, and in fact, was elected first vice-chairman of the party to be chairman the next year. And I came home delighted with things. Dad was off somewhere and I couldn't get him on the phone when I called around eight or nine o'clock that night. I went to bed and after 1 a.m. that next morning, the phone rang at my house and it was the old man on the phone. And he said, "What the hell did you do over there?" He also added "boy." That's kind of a southern thing. And I said, "Well, I looked them in the eye and I gave'em a firm handshake and I told'em the truth." And he said, "Well you sure didn't have the facts when you told'em the truth. The person you replaced as chairman of the party owns the fishing pond that I go to every weekend."

The administrator and the media, I think, has to do with directness, but it also has to do with the facts and it is not given to

us, as Malin Foster was making clear, for either of us in government or those of us in the media to have a perfect grasp of either truth or facts. We both struggle, I think, within the confines of the system of government we have to do something about trying to get to the people what they need to know so that democracy can work. It's important, I think, to be clear about the significance of the first amendment versus any other particular amendment or part of our system of government you may have caring for. The second amendment allows us to bear arms, and I assume that to sportsmen, etc. and to the National Rifle Association that's an extremely important amendment. However, that amendment and no other part of our system can stand without the first amendment. And it is critical that we focus on that.

The first amendment has been something that even as a lawyer I have not looked at much until the past six or eight months when the press in Colorado decided to focus on the spending habits of the Land Administration, of which I'm a part of, and they began to monitor travel and expenditures and everything else that anyone in government seems to be doing under our Sunshine Law. Our law is basically from the New Testament: "Wherever two or three are gathered together, there shall the media be in their midst." And there is not much way to avoid the sunshine, which is rather bright in Colorado normally, nor the media being there finding out what it is that you're up to. Usual reactions to having stories printed that are negative with respect to you on the part of the administrator is an extremely hostile one. And there is always the sense that if they saw it the way I see it, they wouldn't have told it the way they told it. Well, tough. The public and the media do not have some constitutional responsibility to see issues the way the government bureaucrat happens to see them. It may be unfortunate for the government bureaucrat, but they don't. And as a matter of fact, the close scrutiny that the first amendment guarantees, while it does not guarantee that that scrutiny will be carried out with the highest level of responsibility or all the facts present, is what keeps our form of government unique.

When a television presentation like the 'Death of a Princess' can go on public television as it did, threatening 18 percent of the imported oil available to this country from Saudi Arabia funded by the government and by the oil industries among other sources, with the then acting Secretary of State writing a letter to PBS saying they shouldn't put it on the air, and PBS still puts it on the air, this system of which we are a part is healthy. The administrator may not like that that happened. Oil has gone up \$2 a barrel in Saudi Arabia but everyone is saying of course, that had nothing to do with the showing of 'The Death of a Princess'. But it was shown. And under tremendous pressure, the first amendment worked because it is the first amendment. I have not yet, although I'm sure it comes to all of us, had the misfortune of having how we use money within the Office of Energy Conservation--the expenditures of our office--displayed on the first page of the paper with suggestions that we misuse funds. We don't. We work on that every day. I assume somebody in my 44-or 45-member staff could make mistakes. I don't think they have though, we watch it closely. But should it occur, I've got to have the

substance as an administrator to say, "That's the system I'm a part of working." If things are gotten wrong, it is my responsibility of course, to point out where incorrect statements were made. But it is not my responsibility to tell the media how they should feel about the way I, as an administrator, determine to run programs. It is my responsibility to simply tell the truth and to have the facts available. And it seems to me that that's a burden that comes to all of us because the first amendment is first. And it gives protection, whether the reporting is accurate or not to prior restraint.

Now in the issue of "should a reporter bring you a story that he's doing and let you look at it and deal with it," you must remember that when in the role of administrator with, in my case the level of cabinet officer in state government and energy policy advisor to the governor, I want to take the initiative to say, "You ought to bring a story to me." But, that is the cloud of prior restraint that is against the law of the United States. If the reporter, out of his responsibility, wants to come and say "Let's go over this and make sure I've got the facts right," that's a whole different thing. But I have no right under law to say, "You shouldn't be putting these things out without bringing it by for me to check." That isn't how our system works, from the first article of that system on down. One of the things that keeps, I believe, the public administrator in good shape--and Malin's story about the person who came to him to talk to him about a mistake that was made--is candor. And candor basically requires risk. And since all of us are fallible, the taking of risk means that occasionally we're going to get burned. That, I think, is the price we pay for being at the public trough and having a public job--not having to show a profit and breaking our necks in the private sector or whatever. But when you take the responsibility for administering a function of public trust, candor is one of the costs of that responsibility. And we pay it whenever we make mistakes, but candor is more important as our tool in doing our job than the risk of making mistakes, and we have to get that straight.

John Anderson is making a heck of a run at the presidency as a third-party candidate and that's unheard of, as you know, in this country. For 100 years it has just been considered impossible and he's doing it, not because people agree with 98 percent of what he's saying, but because of the level of candor he is exercising in what he's doing. And he can say he has more latitude and more freedom than either the president or Reagan or anybody else. But candor is showing up to be a strong tool on his part. You're finding people supporting him even though they don't agree with some of his positions. I think as a tool for the public administrator, candor is a way that you become credible and as you fulfill your responsibility as a constitutional officer within a level of government in this country. The issue of being direct and of telling the truth and of providing the facts, is so critical that I think all of us have to spend a lot of time seeing how that is carried out. I am not so concerned for instance, to see a story being done on energy in Colorado when I know one is being done before it goes in the newspaper as I am of offering the opportunity for anyone treating a

sensitive energy issue to have access to my staff, to be background in that issue at the earliest stage so the reporter will be able to handle that story and 15 others that may come up later on.

One of the things that we've tried to offer, and last spring and summer was a critical time for it, is the availability of the economists and engineers and analysts within the Energy Office for the media to work with. How do you deal with, for instance, the gasoline and diesel supply situation? There were tremendous risks involved last summer as state governments and the federal government tried to say, "What should we tell the public in terms of the gasoline situation?" One big headline about the second week of May of 1979, that gasoline supplies are threatened in the Denver metropolitan area on the front page would have been self-fulfilling. A run on the market would have pulled down the whole gasoline distribution system in that 5th to 12th of May period that we really worried our way through. Fortunately, on the 7th of March the governor agreed that we should begin to tell people that things may get tight and that they should take a conservative attitude toward driving and start feeding soft information about what might occur. And at the same time, we invited the media within the state in to give them every fact we had about the complicated supply and distribution system in Colorado. There is so much information on the energy supply situation as it relates to gasoline and diesel and so many different opinions going on in the country that you can throw any kind of headline you want against it. We wanted to make sure that the full range of what was known and what was not known was available at a very early time.

Interestingly, the major news stations in Denver which cover the whole state--television stations, the radio stations and the print media--came in, spent a long time figuring out the federal reporting systems and how the allocations system worked in Colorado and what news releases were all about so that not one story was gotten right. But a series of over 30 stories across the summer were substantially treated correctly in terms of gasoline supply and distribution. And I believe that it is that level of candor that is what made that work. We couldn't have gotten to the people the message that things might be difficult, that they're not critical yet but begin to pull back a little on what you're using in gasoline, without the cooperation of the television, radio and print media of Colorado. We could not have done it ourselves. We don't have the credibility to do that. But the media, thank God, because of the first amendment protections they have, did have the credibility to do that and basically saved our necks by responsible reporting. They took the time to get it right. Bill Ritz, who was here with you two days ago is one of those people and there were many others who went to that kind of trouble to make sure that an unfortunate headline in a newspaper with a quarter-million circulation didn't blow us clear out of the tub as happened in southern California with gasoline supplies.

A couple of other things in terms of the administrator's responsibility as he deals with and works in the milieu of the media and the public. It seems to me today that there are so many controversial

issues in the areas that you and I are concerned about and so many different possible interpretations and such a tremendous down-side to administrators who either get the facts wrong or have the facts reported incorrectly or who suggest that they don't want to reveal what they know, that some new formats need to be tried to communicate with the public on the issues that don't have a definitive bottomline. There are three, I think, very hot forms of media--or cool to use McLuan's old terminology, which is really not cool anymore--but three very aggressive forms of media that can be used by all of us, administrator and public alike, in ways I think will serve us all quite well.

The first is the "Playboy" interview format. I'm not endorsing "Playboy" but that's the simplest way to say what this is. And a lot of magazines and some newspapers are using it. And that is simply to bring together four or five of the best informed people on a given subject and run the tape recorder and allow them to express their points of view in conversation with each other and give the public some range of understanding of what the differences and issues are within those different positions. I'm finding over and over again that for me, one of the most useful forms of reading are the different perspectives within something as intensely complicated as the energy issues. As Malin said, you need not just an energy expert, a biologist, a limnologist, and an economist, you also need human relations kind of people in some of these stories in terms of community impacts. The interview or the multiple-party discussion format is being read today, and in a sense it has a tremendous advantage for the administrator because if he can set up the context of those kind of issues being displayed, he can give more than he can if he just takes some potshots himself.

The second is somewhat like that. Do you remember the old advocates T.V. series on public television? It is now being used in Denver by channel seven on a sporadic basis--that's a CBS affiliate in Denver which may come up here on cable. Probably only channel two comes to Montana because it's unaffiliated and, enough said about that. But channel seven, the CBS affiliate, is one of the dominant television stations, and it is taking 8 p.m. and 9 p.m. time periods and having public debates with the best informed people available on key issues--several of which have focused on growth and energy. Nuclear energy is coming up and I've agreed to host that one at the end of this month. My role will not be to go and blow myself and the Governor away with my particular views on a very sensitive issue like nuclear energy, but to bring together some in-depth experts on the subjects who can inform the public on the various sides of that question in a time-slot that is guaranteed to draw at least ten to 15 percent of the viewing audience. That advocates' format, again, is a super way for the administrator to play a role in helping the public understand issues and to work with the media.

Finally, it at least is happening in Colorado and I assume elsewhere, the live radio interview format, or the call-in interview format on radio. KOA in Denver is the largest radio station in the state in terms of broadcast power and I think in terms of listenership. It's

not the single largest Denver market, but it's the largest state market. KOA is doing both morning and afternoon call-in radio shows and it has a tremendous listening public. The Governor, two or three times already, has taken one or two hours out to be on that show. A number of us as cabinet members have also done so. University people, a number of folks in a variety of businesses and governmental officials in the state have also. It is a tremendous setting to hear what the public is thinking and to respond to it.

Those new format ways of dealing with issues seems to me to provide the opportunity for candor, with reduction on the down-side of bias, skewing and misinformation. I like those kind of formats. It seems to me that all of this, and my interest in the level of candor and people not being treated as mushrooms--to use the old joke, of being kept in the dark and covered with B S--came from an experience I had 12 or 15 years ago in North Carolina. I used to compulsively sit down when I got home at night, no matter what time it was--1:30 in the morning, having driven back from Darango or something--to turn on the television set and turn the dial all the way around the channels just to see what was there. When I grew up there wasn't television and I was like 15 years old before we had one in the house and it's still a miracle to me that pictures come on that thing and that folks talk and they're really there and I just like to see who's in the little box every night. I may just take five minutes to turn around and it drives my wife nuts but I think it's because she was born ten years after I was and there was always television. She thinks God gave it to Adam at the Garden of Eden, or whatever, but I think it's interesting.

Anyway I was doing this one night in North Carolina and there is an independent station in Highpoint, North Carolina that was doing an interview debate show and it had a guy who owned an outdoor drive-in movie that showed x-rated films. It had the woman who was head of the Methodist Church Women of the Church for one of the larger churches in Highpoint, talking about x-rated films at the drive-in movie and the conversation was so alive that you couldn't help but be drawn into it. It was no canned tape film or anything. It just really took you into the thing. The guy was trying to defend his first amendment right to show any darn thing that he wanted to at his drive-in movie and she was trying to make the point that this was the work of the devil and the whole town was going to hell if he didn't quit. There was a point where he said, "Well, how madam do you know what's on at my theater?" And she said, "Well, I just happened to be driving by one evening where your theater is and I just happened to stop on kind of this knoll of a hill that has some low trees in front of it. And by standing on the hood of my car." At that point, you know, I just totally fell out. The woman had obviously, in the middle of the night, gone out, stood on the hood of her car and she wanted to see what was going on. And then of course, she was morally outraged as she was carrying on this debate with the guy. I don't know how they settled the issue in Highpoint about the outdoor showing of pornographic films but I want to tell you, the public not only got entertained, but it got informed. And it seems to me that that environment for candor is the way that the public administrator and the media and Joe-six-pack sitting in front of the tube or reading his newspaper can keep this nation healthy and going. Thank you very much.

STEVE BAYLESS: Thank you Buie. Highpoint, North Carolina must be something similar to Twodot, Montana.

Our next speaker is currently Associate Dean of the College of Natural Resources at Utah State University, Logan, Utah. He also serves as Director of the Ecology Center and he's a professor of wildlife sciences at USU. I was fortunate to benefit from his knowledge back in the 60's and Fred, I guess I'd just have to say we've come a long way since worrying about whether or not we're going to shoot hen pheasants. He is currently Chairman of the National Academy of Sciences Committee on Wild Horses and Burros and he is also currently active with the Governor of Utah's Office on problems associated with the MX missile. Fred Wagner.

FRED WAGNER: Well, I am an academician. I have been on the Utah State faculty for the last 18 years but I have worn more than one hat in my day. Before I went to Utah State I was a wildlife biologist for the Wisconsin Conservation Department--it used to be called that. So I've had the opportunity of watching the media operate from that advantage point as well as my present one, and I've also interacted with our I and E people, and witnessed their trials and tribulations in communicating the problems of the Wisconsin department. So I'm sort of sneaky. I sort of have several vantage points and while the main hat I wear is the academicians's hat, I have been in those other places too. So if I say some things about I and E divisions it's with sympathy, and only, you know, I hope, to be taken constructively. I'm going to flock shoot today. It's a case of "If the shoe fits, wear it," because since I'm generalizing it's obvious that there are exceptions. And some of you--maybe every one of you in this room--will not be affected by any of the critical remarks because maybe you're not really guilty of some of the things that I'm going to say. But anyway, at any rate, here's some flock shooting.

First, a general point of view. Since I'm an academician these days I look at communications--either our own from university campuses or yours for those of you in the media, or in agencies who have the responsibility for communicating. I guess the main thing I look for in all of our activities is the educational content of what goes out and what's produced. And not surprisingly I guess, this should be the case from someone with the kind of job I hold these days. But, I guess I feel that we're all in the same boat of needing to educate and enlighten the public and so I look first of all for the educational substance of what's done. I think we have a responsibility and, really a privilege to help the public understand the problems of the environment and of resource management. In doing so, it seems to me that we enrich people's lives and we hopefully make better citizens out of them and they operate more effectively in our democracy.

Okay, so thinking in terms of the educational content of the output of each of our efforts I'd like first to say some things about agency I and E programs. I have several peeves about agency I and E programs. The first one, and probably the main one, is that most agencies don't make a big enough commitment to them. Most I and E

staffs are small. They struggle with the all many communication chores and all the many problems they have, and the financial commitment is usually small. The staffs are usually small and when the budget crunch has come, usually the I and E program is the one that is first thought of in terms of the budget reduction. Elegant state magazines are easy to cut and are cut very early in the budget reduction series. So commitments are small to what actually is a very large need.

Now secondly--and I hope I don't walk on any toes here but I think I need to say it--my second concern relates to the first and that is inadequate commitment. That is, too often we fail to hire the highly trained and highly skilled communication people to do the job that needs to be done. How often is it true that we transfer people from the operational agencies who have an interest in I and E into those kinds of jobs rather than making the commitment to hire people with really advanced training and advanced experience in that kind of work?

Now a third peeve with I and E efforts is often the breadth for the programs that result. And maybe that breadth is a symptom of the first two concerns that I've voiced. For example, it seems to me too often we still dwell on hunting and fishing matters. And I'm a hunter and I'm a fisherman and I like it and I don't make any apologies for it, but our resource and environmental problems, today are so broad and so complex we ought to be painting those problems. Often our hunting and fishing problems are so inextricably involved in the broader environmental issues that we ought to be painting those broader concerns to the public more than we do, rather than sort of entertaining with hunting and fishing types of stuff as much as we do. And I'll not say that we shouldn't use that. But it seems to me that the breadth of our programs need serious consideration.

And then a fourth concern I think, is that too often we act like stockbrokers. We don't like to talk about the negative or the pessimistic. How often do we say, "Well, yes, we've lost some wildlife habitat and so there's some problem there, but we've had a good year and so probably it's going to be at least average if not better than an average year this year." When in fact, every day we're losing habitat and every day we're experiencing environmental insult which over the long pull is inevitably reducing the wildlife and fisheries resources and other resources. The public should be told that and I don't think we do. We shy away from that kind of thing. Like a stockbroker, we always assume that tomorrow it's going to be better. Not only does the public need to know, but if they knew it, it might get them off our back more because we tend to put forth an optimistic front. So, when things aren't looking so good to the public and the public doesn't understand why, they ought to know that the problems that are really besetting wildlife resources and many of our other resources usually take a backseat to the other demands on the land. As a result, so often, we're powerless to do anything about it and things slip away from us. Like Bill Brown said earlier, we don't really do much wildlife management. It's mostly people management. And the reason we don't do wildlife management is because we just plain don't have the power and the influence to offset the other, more demanding uses of the land.

The people should know that. It would get them off our back and might make them a more effective political force. It seems to me that sportsmen traditionally, are politically ineffective and the reason is, I think, that they don't have full understanding of the issues and why things are happening the way they're happening. So there're some of my concerns about agency I and E efforts.

I'd like to turn now to the media. First, the newspapers in general, from my experience are favorable. And I came here determined give an overall favorable impression of at least my experience with the newspapers. I have not seen the difficulties or had the troubles that Bill Brown has talked about. There are of course, occasional things here and there. For instance, I've seen two newspapers in a large city take opposite sides in the internecine divisional struggles in a department and I think, to the detriment of the department on the one hand and to the detriment of their own stature as newspapers on the other. This is very unnecessary and in fact, something that really was I think, journalisticly not of that much substance. They should not have gotten involved. There are of course, problems with accuracy and problems with dwelling on the spectacular at the expense of the substantive. But by-and-large, my experience has been favorable.

But literally, as I was driving in the car with some other faculty members to Salt Lake and I was on my way here via some business that I had in Salt Lake yesterday before leaving, the people there in the car tended to have a much different view. In fact, one person who was most vociferous said well, up to a couple of weeks ago, he would have probably would have given the newspapers about a C+, just barely better than average performance on an scale of A to F. But on the basis of his experience in the last couple of weeks, he now would give them a D or a D-. His concerns were--I asked him to spell them out--inaccurate reporting, and unwillingness to call back and read back an article that had been written. And, Malin has told us that that's something that sets off a red flag with the journalists and incidentally Malin, I was told some years ago that any responsible journalist should be willing to do that. So, I've sort of been laboring under that misapprehension. But a couple of weeks ago, when I gave a telephone interview with somebody in the Salt Lake Tribune on what really was a very sensitive issue, I asked him to call me back and read it and he didn't object. But when I asked John Flannery about it, he said the same thing that you did. He said those people are professionals and that's sort of challenging their professional abilities to ask them to do such a thing. But at any rate, this person with whom I was riding yesterday felt that that willingness should have been there. Right or not...maybe we could ask Malin to expand on that later. He also felt that there is too much editorial slant interjected in what are reporting-types of news items.

I'm obviously not challenging or questioning that there shouldn't be editorial policies in newspapers, but that there should be a clear segregation made of that. Too often, the factual type of news releases had a considerable amount of editorial slant slipped into them. He was also concerned that when he gave an interview, he didn't have any

input into the structuring of the headlines. He felt that often there was a different editorial slant given in the headlines than was present in the article, or sometimes there was just weak or poor correspondence between the headlining and the substance of the article. I'm not taking sides in this issue. I'm just telling you what another academician thinks about these things. But on the matter of headlining and the Sagebrush Rebellion thing that Malin raised before, and the stew that we're sort of in now in northern Utah over the Bern Shanks news release on the Sagebrush Rebellion, Malin's very responsible newspaper used the words "HYSTERIA MOTIVATES THE SAGEBRUSH REBELLION." One of the down-state newspapers decided it would go a little stronger and it's headline on the same new release, which was somewhat condensed over Malin's article, was "GREED MOTIVATES THE SAGEBRUSH REBELLION."

Now you can see what's hitting the fan on such a thing because our state legislature has just passed by a two-thirds vote, a state bill favoring the Sagebrush Rebellion and that bill was signed by our governor. So you see what that says by implication. If greed motivates the Sagebrush Rebellion, you can see what that is saying about our legislature and about our governor. You can see why the telephone is ringing every few minutes on our campus and why we're going to get a legislative delegation next week on the matter. Well, that's just a bit of a sideline on that problem that Malin raised.

At any rate, my own experience has been favorable with the newspapers and I really don't have much to complain about there. But I do have a pet peeve among the media and that's television. If there are television people here I'm sorry, but I have to tell it at least like I see it. Potentially, this is the medium with surely the greatest educational potential of any of them and occasionally it reaches that potential. The Watergate issue as mentioned earlier. Surely we have never before been as well informed on governmental functions as during the height of the Watergate issue. I've looked at the Iranian problem of recent months and it must be a fantastic educational experience to have the passions of the Iranian people brought into all our livingrooms and to learn about a culture that most of us will never see and will never visit. Many of us will never get out of this country. So potentially there is a terrific educational opportunity there. But mostly it misses. In fact, I think that the television medium does the least of any of the media to educate the American public. I think it's a wasteland. I think it follows rather than leads. I think it lowers rather than elevating the taste and the intelligence and the culture level of the American public. I think it's a national disgrace.

It's not that way everywhere. There's superb television in Europe. The BBC has magnificent material: the dramatic material, the documentaries, the news material that they put forth. Something that could very well have been shown at this conference is a really elegant one-hour documentary on the desert done by BBC. It's a breath-taking thing and it's the kind of thing we could be doing with television in this country and very salable. You can take almost any university course by television in Holland. Australian television has

some magnificent documentaries on the Great Barrier Reef, on the Aboriginies, on their own wildlife problems and their own deserts. It doesn't have to be that way everywhere. I just keep chomping at the bit and thinking "Why don't we get on with it and get the potential out of this medium that we can?" And furthermore, for those of us in this room who are interested in the out-of-doors, in wildlife and in beautiful scenery, it seems to me that has eminently salable entertainment value. And so we should use our creative genius to use the salability of this really sexy subject that we have as a vehicle to tie with it a solid education message relative to the problems of managing natural resources, on ecological things, on animal behavior things, on the kinds of substantial educational messages that we'd like to get out. And I think could tie to what has to be a really salable vehicle that we have with us and are doing almost nothing with.

Well finally, I can't let academia go unscathed. We don't do the job right either. To too great a degree we tend to seek refuge in the ivory towers and not have a sense of responsibility to get out to the public, explain to the public what we're doing, what our research programs are about, what value they have for public welfare in the country. We ought to do that and we don't. It's too easy to putter away in our laboratories and teach our classes and work with our students and not get out. And if we're falling down and if not enough of that gets out into the media it's not the fault of the media because the media have too wide a spectrum of things to cover.

I think we have to be alert to the kinds of things that ought to be conveyed to the public. The kinds of things that have news appeal and take the initiative to go to the media and say "Hey, look here, don't you think this is news-worthy? It seems like it should have some public impact and the public should be informed of it." So we're not doing the job properly either.

In closing, I'd like to say that I think we're all in the same boat. We have a common responsibility and a common privilege to inform and educate the American public. I think it's a great public service and I think it's a privilege that we are able to engage in that service. I think our subject matter is extremely salable. It seems to me that we ought to use our creative genius to get that subject matter across and exploit it for all the entertainment value that it has. But at the same time, we need to tie to it a really substantive educational message. In particular, I think we need to exploit it in television. And finally, I think that if we're not doing it, then we have to look at ourselves because I don't think it can be the receptivity of our public. Never before, in my lifetime anyway, have we had a more environmentally aware, a more outdoors-minded American public than we have today. So if they're not getting the message it seems to me the problem must rest with us because I have to think that the receptivity is out there. Thanks very much.



STEVE BAYLESS: Thank you, Dr. Wagner. Finally this morning we're fortunate to have the Editor of the National Rifle Association's THE AMERICAN HUNTER magazine, the largest pure hunting magazine in the United States today, with a circulation in excess of 700,000. Earl Shelsby hales from Baltimore, Maryland. He has earned several awards as a columnist and is most proud of a 1968 award as the National Wildlife Federation Conservation Communicator of the Year for Maryland. In 1978 THE AMERICAN HUNTER magazine was given the first-place award by the Association for Conservation Information for the outstanding magazine. He will speak on the issue of access to the national magazine market. Earl.

EARL SHELSBY: Thank you Steve. Everybody's taller than me. Well, my object is to tell you how to sell to the national publications and I'm going to tell you about my basic experience.

I was lured out of the East to the Midwest to take over seven weekly outdoor tabloids. In just a few months, with astute management I managed to reduce them to one weekly publication. Well, the recession of '74 hit about that time and the money problems got tighter and the publisher couldn't afford to pay me anymore and I couldn't afford to work for nothing so I became a free-lancer. I was one of the eight million people out of work. For nine months I went down the mountains of Virginia and free-lanced. In those nine months I made \$136.18. The \$36.18 was from substitute teaching. So, I know what the free-lancer is going through.

I want to tell a little bit about the fantastic growth of THE AMERICAN HUNTER because it's going to relate to some of the selling possibilities. We went into 1979 with a circulation of 93,000 and at that time NRA started to look to the hunter as a number. And in that time we've grown to about 700,000 right now. The June issue will be 730,000. That's a fantastic population growth. The free-lance writers I deal with say, "Hey, you're really growing. How about giving us some more money?" Well, we are growing and we are taking in more money but there's a big problem in the publishing business today and that's costs, costs in paper and postage. This is where all the money is going. Last month I was \$81,000 over budget. Not because I paid the writers that much, but because we were budgeted for 250,000 magazines less than we published and all that extra cost was mostly paper and postage. That budget will be readjusted, it's not that we're losing that fast. We couldn't stay in business, otherwise but all that money... \$81,000... was for press time and mostly paper and a lot of postage. In fact, the postage has gotten so critical that the American is now being published half on the east coast and half on the west coast, just to reduce the postage costs. My budget this year will be over \$ 2 million because it will fluctuate depending on circulation. Of that, \$70,000 is spent on stories by free-lancers, so you can see that a very small part of the budget will be to buy more stories.

In the last few months, with inflation, writers have been saying "How about some more money? Our transportation costs are going up. Our film costs are going up. We need more money." And I said,

"Well, let me see what I can do." I took a survey of all the major magazines and all the regional magazines every magazine I could get information on. And I found out that THE AMERICAN HUNTER was right about in the middle. I'm not going to discuss what the big three were paying because it fluctuates with individuals. THE AMERICAN HUNTER is about \$300 to \$400 for a full-length feature. There are many, many publications lower than THE AMERICAN HUNTER. So I went to the boss and said, "Can we justify giving them more money?" He said, "We're right where we ought to be. We're an association publication. We're not in the same marketplace." So, I couldn't get any more money for the writers and it's set solid by budget anyway.

Anyway, paper costs have gone up and keep going up. You can't count on what they're going to be three months from now. And you could run blank paper through the presses and you've got 70 percent of your costs of publishing is going on that blank paper. That's a big problem that's not making money available for the writers. But still, you can make some money. One of the fellows that wrote to Bill Brown that Bill pointed out as a bad example of what a free-lancer shouldn't do made \$40,000 in his second year as a free-lancer. He's very ambitious but only about one-third of that was for outdoor writing. All the rest was "True-Confession and unrelated fiction but he wants to be an outdoor writer. He realizes he has to supplement his income with something else. Most of the people that I buy from are biologists, guides, wildlife managers or newspaper people who are working full-time somewhere else and are supplementing their incomes with free-lancing. The free-lancing business is a tough, hard business. It's not a 40-hour-a-week business. It's a 40-hour-a-day business and you've got to keep on top of it. You've got to be very prolific and keep going.

I think I'll get a little bit into the skills you need to sell. And they're not in this order. In fact, these are from the least important to the most important. The least important is the ability to write. The most important, or the next most important, is photographic ability. And the most important is the marketing ability. You've got to be a good salesman. When I say writing is the least important, it's still important. You've got to carry the basics of accuracy and all the good writing has to be carried forth or you don't have a chance to sell. As for photographic requirements each magazine has different requirements. We require a photographic package. Space wise, we're 50 percent photographs and 50 percent text. We've got to have a least one photograph on each page. So, if you're talking about a four-page feature, you're talking about six or seven usable photographs for our feature package. Many times I'll get 60 photographs from a free-lance submission and there might three usable photographs in that 60, because they have 17 photographs of the guy standing over the dead deer, 17 photographs of him dragging out the dead deer. They have 14 photographs of him glassing a canyon, and there will be three or four subjects in all these 60 photographs. This is not uncommon.

Just to show you how important photographic ability is, I have a friend that in the last ten years has sold one story to a national

publication. Last year he said, "I'm going to put away my fishing rod and my shotgun and my rifle and I'm just going to take pictures." And I had a lot of fun traveling with him last summer on fishing pictures. I was doing all the fishing and he was doing all the photo taking. He sold seven stories to national magazines last year just because he had concentrated on taking photographs. One of the big three is going toward more staff photography. Sports Afield is emphasizing good writing and they'll say "We'll get the photographs by our staff if the story is worth running." But also you enhance your chance of selling with SPORTS AFIELD if you have good photographs. Guidelines and copies of the magazines are a must to obtain before you start trying to publish. Any writer that sends in and asks for a sample copy of THE AMERICAN HUNTER will get a sample copy of the magazine and the guidelines, basically telling what our basic mechanical requirements are for a story. Get the magazine, study it, and see what kind of stories they run. See how they run their features. Know the market you're trying to sell to. I get two or three fishing stories a year submitted to THE AMERICAN HUNTER. I get poems. We never run any poems. I get cartoons. We never run any cartoons. These are just a waste of postage and postage is money for the free-lancer. So if you know your market, know what types of stories and how they play, you can get ready to start selling a story.

So your next step is to write a query letter. I get probably 20 or 30 query letters a week and most of them will say, "Oh, how would you like a deer hunting story on on deer in western Montana?" Sometimes question mark. So, I say, "Do I want a story on western Montana?" About what? What kind of tactics? I just need to learn more about it. You need to be more specific. Another sample of a query that I get quite a few of is two-and-a-half, single spaced page letter. Now I don't have time to read all that. I do it, but it takes a lot of time. You don't have to tell the whole story. Make your query brief, to the point and tell exactly what angle you intend to take, how many words. and what your photographic package is like. If you've got your photographs, send your photographs with your query because that's going to be the most important aspect of whether they're going to buy it or not anyway. We read every manuscript that comes in, but if you send in a query and get an okay, you know that's a subject we're not already covered with. So don't spend all your time typing a letter or writing a story on a subject we can't possibly use because we've got four or five of them in the files already. The query can save you a lot of time that way. You could query me and if I say "No," you can query somebody else like OUTDOOR LIFE since they have a little bit different style than we do. If you've written a story all ready for me, you're going to have to rewrite it for OUTDOOR LIFE. So wait until you get the okay on the query before you go ahead.

Here's a couple of don'ts. A lot of people send their credits with their query. Sometimes there will be over two pages, including every story they've sold. I'd rather have a good query saying "This is the story I have." Tell me about the story. Don't tell me what you've sold before. I want a good idea, a good story idea.

Another thing writers can do that I think is very important is to get on the telephone. But don't get on the telephone to start telling a lot of hunting stories. You've got to have one or two cause I'm going to tell you one of mine, but have some specific questions. Don't tie the editor up for hours on the telephone, but get to him and find out if he has any needs. Just say, "Hello. You need anything. Here's what I've got in mind" and you become more than just a signature. You become a voice then. And if you ever get into Washington, in my case, or New York, stop in. Just stop in for five or ten minutes. Sit down and meet the editors and it makes you more than just a voice. Then you're a person and this helps. One-on-one is a great way.

Now for meetings. There's a couple of meetings where editors gather every year. OWAA. I know one writer that tells me by attending an OWAA convention he picks up about \$10,000 in business. The Shot Show in San Francisco and SGA are other lay meetings. Usually editors of most of the big magazines are there.

That's about all I had to say about selling to the national market, but Steve asked me to mention something about the NRA insurance program. There was some discussion yesterday about liability insurance and in the last year or so, the NRA has added the benefit of an insurance program for members at no additional cost. It covers \$100,000 for liability to the farmer if you should do something on the farm while you're hunting on that farm. The policy also covers you if you're hunting or fishing and if you are traveling to hunting or fishing. If you should die accidentally, there's a \$10,000 death benefit. And I'm not sure of the amount, but your guns are covered if they happen to be stolen for \$200 or \$300 or whatever, it's a small amount. It could never cover most guns but there's some benefit. I know this program is very reasonable for NRA and you have to be large groups to get this type of program. If anybody wants more specific information, they ought to write to NRA and get the brochure they have on it. Thank You.



"Animal Damage Control"

Moderator: Bart O'Gara, Leader, Montana Cooperative Wildlife Research Unit, University of Montana

1. "The U.S. Fish and Wildlife Service Policy":
Don Minnich, Region Six Director, Denver
2. "A Woolgrower's Perspective":
Marvin Cronberg, President, National Woolgrower's Association
3. "Current Events Update":
Jim Zumbo, Western Field Editor, OUTDOOR LIFE magazine

BART O'GARA: This should be an interesting discussion. I've heard people introduce discussions of the Animal Damage Control program before as controversial. I'm going to take exception to that and say we all agree on it. None of us are happy with it. Before I get too many people mad, I'll expand on that a little bit.

Actually, the general public likes predators and they are generally unhappy that there is such a thing as the Predator Control Program. The stockman that is suffering losses is often unhappy because he doesn't feel like enough is being done in actual research to find better control methods. The control agents charged with carrying out predator control are often frustrated, partly by regulations that hamper their work and partly by the attitude of the public towards anyone that's quote "a paid killer." The politicians aren't particularly happy with the Animal Damage Control Program, mostly because they catch hell from both sides and anything they do about it is going to make someone unhappy. This sounds a little bit like a no-win situation and who is to blame? I think probably the same people that are unhappy with the program. The general public has, I believe, let itself be led down the primrose path, believing all predators are good, every place, every time and so forth. That's somewhat unrealistic approach.

The stockmen understand the problems but in the past some of them have been pretty insensitive to the public's liking for predators and have done some things that have outraged the public against predator control. Most control agents have probably done a credible job themselves but their parent organization, which is also the organization I work for, has done a pretty poor job in public relations, of putting the Animal Damage Control Program in perspective. How does it fit in with fur-trapping? How many animals are taken by comparison? How much land is actually being subject to predator control? And what are the needs in some places and at some times?

The politicians, I suppose, have too many other problems and they generally simply react to the most vocal proponent or opponent of predator control. And this, of course, leads to something of a piece-meal approach to predator control instead of working towards an effective program with adequate funding and research to improve it.

Why should a group, such as we have gathered here today, be interested in predator control? I hope we're not going to be too emotional about it. You just saw a film showing predators and what predators do and saying this is all natural and a part of things. A rancher protecting his flock is also fairly natural and a part of things as they're going to be. The most upsetting thing about the polarization between environmentalist, biologists, whomever you want to say, on one side and stockmen and animal damage control agents on the other, is that environmentalists and landowners should be working together. There are no two groups that have more to lose or more to gain by not working together or by working together than these two. The polarization is not surprising.

When predators were considered all bad some years ago there wasn't much of a discussion about it. They were competing with man for food or whatever, and they were to be destroyed. Biologists conducting good field studies started to point out the worth of predators¹ and the predators right to be and this caught on. That was a very good thing. It started to bring this pendulum that was way over here and predators being all bad, back towards the middle. But it never stopped in the middle. It was happening in a time that America was becoming urbanized. People were somewhat nostalgic for the good ole days when things were more natural back on the farm. Everything natural was good. Predators were a natural and predators were all good. And they went clear over here. The pendulum went from one side to the other. So if someone living in a big city who thinks predators are all good tries to open a dialogue with a rancher who is losing livestock to predators, you're pretty sure to have some differences of opinion. Romanticism somewhat replaced reason in a lot of people's minds. People that I call the predator cultists. And the people in the predator cult talked to one another a lot and they got to believing one another.

And some pretty silly things came out of it. A coyote that's capable of killing a full-grown deer, according to most environmentalists, won't kill a lamb unless the lamb is sick and weak. You hear "the sick and the weak" all the time. They're talking about scavengers, not predators. You can find a lot of people that will insist that it's never been proven that eagles do kill livestock. These things have been proven time and time again, but there's a big gap there. And it's a real hard one to break. The biologists themselves, a lot of them, rode this pendulum over to this side, where predators are all good, and I hear some pretty silly things from people that should know a heck of a lot better. Maybe we learned it in college, I don't know. Maybe the fact that I didn't go to college until I was 40 accounts for the fact that I didn't believe everything I heard as much as some people did.

I'll just give you a couple of quick examples of the types of things I've had biologists tell me. I had one fellow tell me how beneficial mountain lions were in western Montana to the big game in that they disperse them off the winter range--they harassed them on winter ranges, spread them out and this was good for them. A half-hour later we got to talking about snowmobiles and domestic dogs and he went into

a real tirade about how bad they were because they disturbed the animals on the winter range. With that kind of thinking, we're off in an area that makes it pretty hard for people to believe us. I had another biologist walk into my office when we had a coyote predation on domestic sheep study going and the first thesis had just hit the press. This fellow came in just madder than hops. He said, "When I was going to school with you I thought you were a pretty smart guy. But you're out there now telling people just what the ranchers want to hear and what I've been telling the ranchers is they don't know what they're saying." And I asked him why he was so excited about it and he said, "Well, by golly, over in eastern Montana where I am we really need the coyotes." And I said, "What do you need them for so bad?" I was kind of baiting here a little. "Well," he said, "they're really good on predator and rabbit control. Without them we're going to have a lot of rodent and rabbit problems." And he says, "Another thing they're really great for is the game birds. Game birds are coming back now that we've got coyotes." I said, "How do you account for that?" He said, "Well, I think it's a case of coyotes are out there catching the sick ones and this sort of thing, keeping the population toned up and in good shape." And I asked him why they didn't do it for the rabbits and rodents and he got mad and walked out. So we do get into some kind of silly things in this and it's just too bad we can't get on a common ground because the landowner, the livestock operators and the environmentalists and the biologists should be working together. And of all things to split us apart, this predator thing is a very emotional issue.

Now, I have a disadvantage that I haven't been that close to this meeting. I had other business and just got here and I don't know how other moderators have been running the program. I'm going to ask the people on the panel to come up here one at a time and speak for approximately 15 minutes. After that I might give a little windup. I've got a double shot here. I can scoop you guys and say what you were going to say and refute it afterwards. So I've got a double shot. And then we'll open it to discussion and questions from the floor.

The first speaker is Don Minnich, the Regional Director of Region Six, U.S. Fish and Wildlife Service. He has a bachelor's degree from Colorado State in Wildlife Management. From 1963 to 1978 he was employed by the Colorado Division of Wildlife as a wildlife conservation officer, regional land manager, region game management biologist, planning specialist, land use coordinator for the state, legislative liaison and Chief of Planning and Budgeting. In 1974 he took a year away from government to work for the Pennzoil Company as Director of Fish and Wildlife for their 480,000 acre park ranch in northern New Mexico. In 1978 he became Assistant Director of the Colorado Department of Natural Resources and supervised the Division of Wildlife, the Division of Parks and Outdoor Recreation, the State Land Board, State Soil Conservation Board and Natural Areas Program. He then became Regional Director of the Fish and Wildlife Service in December of 1979. Don.

DON MINNICH: Thank you Bart. I thank you for this opportunity to be here and participate today. As I see it, my role is not to interject anything about my own personal philosophy regarding this subject or to really get into predator-prey relationships, but simply to present the Fish and Wildlife Service's policy and official position regarding animal damage control so I'll restrict my comments to that. For any of you who might be prone to take notes, you don't need to. I have some extra copies of my comments, so that frees you up from that.

Animal damage control is a complex matter. There are many points of view among the American people. Traditionally, that has been one of America's greatest strengths, that is the freedom to have varied views and to express them. On the one hand we may have people who hold that offending animals should be eradicated, and I mean completely, as a species. From the other extreme we get the charge that if your mission is to conserve wildlife, you shouldn't kill a single creature. Obviously, and fortunately for both wildlife and livestock, the vast majority of Americans hold to a view that falls somewhere between these two positions. The U.S. Fish and Wildlife Service is in the animal damage control business for the same reason that we're into habitat protection, refuge management, fish hatcheries, research and a whole raft of other assignments. Congress has simply said to us, "Look, this is something that you are going to do." And so we're obeying the law, we're doing it. On March 2, 1931, Congress passed legislation the establishment of an Animal Damage Control Program. And in July of 1939 conduct of the program was assigned to the Bureau of Biological Survey which was a forerunner of the contemporary Fish and Wildlife Service. In the same act, Congress authorized expenditures of federal funds for a ten-year period, not to exceed \$1 million dollars each fiscal year. Times have changed since then. In fiscal year 1980, the one we're now in, the national budget for animal damage control was approximately \$18 million. This same figure has been requested for fiscal year '81, but with an additional \$1 million for research, in the Service Director's words, "To get at the fundamental problems causing livestock and sheep losses."

Now, before anyone chuckles, let me say that, like you, we know that coyotes kill sheep. And like Bart O'Gara and Mr. Joe Helle, who is a rancher in Montana, we know that golden eagles will occasionally take lambs. What is not known by anybody, so far as I know, is why one coyote will kill sheep and another won't under similar circumstances. And I don't think anyone knows how the losses to predation can safely be stopped with the resources currently available. Probably the losses will never be completely stopped, so for now we have to keep to reasonable goals. In other words, how much can be stopped with the resources available. We have reduced predation a lot, over the years, in cooperation with the states and with private citizens. It has not, however, prevented annual reoccurrence. Nor, to my knowledge, have our measures ever stopped losses over a wide area.

The predator-prey relationship always will be with us. The strong takes the weak. A lamb is a vulnerable creature and when unguarded,

few creatures are his equal as a target for predators. He's very vulnerable. I know coyotes are of major interest in this part of the country and I'll come back to them a little later. But if I'm going to address the topic that's assigned to me, which is all of animal damage control, I have to at least describe some of the overall missions of the Service in this activity.

Throughout history wild animals have been an important source of food and fiber and they still are. But these wild animals, at times, have damaged man's interests--his livestock, his row crops, his health, even his books, his collectables, his electrical wiring and occasionally, even his children. I am referring to occasional rat attacks on humans. Okay. The goals of the Animal Damage Control Program include: (1) protection of human health and safety, (2) protection of forests and range, (3) protection of urban areas, and (4) protection of crops and livestock.

Under the first of those goals work is done through animal control to reduce the transmission of wildlife-born diseases and control of birds and other animals that threaten human safety. An example of this is where concentrations of birds or deer occur near an airport, where collisions are likely to take place.

Under the goal of protection of forests and range, control is necessary to obtain management objectives such as reforestation, range restoration and watershed management.

In the category of protection of urban areas, work is done where hazards, damage and economic loss can be attributable to wildlife. These are usually mice, rats, squirrels, bats and nuisance birds.

And under the last goal, the protection of crops and wildlife, this includes protecting both growing and stored crops, in the case of wildlife, not only from depredation, but also from wildlife born diseases.

In our ten-state region alone, which includes the Rocky Mountain states and the Missouri Basin, we have to address all aspects of this program. Coyote-sheep conflicts are, of course, the most common in this region, and golden eagle-sheep conflicts are more localized. I'm glad that eagle-sheep conflicts are not as wide-spread a problem as they're sometime told to be. I'm certainly sympathetic with some of the ranchers, and particularly Mr. Helle, who seems to take the brunt of the impact of that particular predation problem in Region Six. There are other examples of that taking place in Texas.

Also, sandhill cranes and Canada geese feed on small grains in Wyoming which causes a problem. Ducks use grains in North Dakota. North Dakota also has a problem with blackbirds feeding on sunflowers, which has become a major cash crop to North Dakota farmers. Starlings and blackbirds roost in concentration areas in Missouri, usually urban areas, and such concentrations can cause disease problems. Starlings, of course, are not even native to this country. Some well-meaning

early settler in the East brought them over from England thinking they would be an asset to the new country. And apparently he gave little thought this introduction would have on future generations of Americans. South Dakota is experiencing prairie dog encroachment on pasture land and crop land, and pocket gopher damage. Reforestation attempts are being made at various locations throughout the mountain West. Ground squirrels can deal a blow to pasture land and there are numerous field rodent problems. Cities hit by infestations of Norway rats periodically require technical assistance. And incidentally the Norway rat, as many of you know, is another species that was introduced. It was not indigenous to North America.

We are fortunate I think, to have here in the Rockies, a research facility that is considered the international authority on animal damage control research. I'm talking about the Denver Wildlife Research Center. This center is not a part of our regional operation, but because of our regional office being only about a mile away, the center is extremely useful to us for consultation and both the regional organization and that organization receive benefits from the free-flow of information between the two. This center not only concentrates on predation in this country, but through a cooperative agreement with the Agency for International Development, which provides the funding, it is the leader in worldwide research in this field. I think it's safe to say that there are many people in third-world countries who are alive today because of the work of the Denver Wildlife Research Center. Rats and other rodents literally destroy grain crops in many of those countries.

I mentioned the research center because its work is particularly pertinent to the coyote problem in this region. It maintains field stations in Twin Falls, Idaho, Uvalde and Laredo, Texas; Logan, Utah and Rawlins, Wyoming. Their research into coyote depredation covers about every angle that the human mind can possibly conceive. They study movement, mortality, food preference, sexual activity and the predator-prey food base, just to mention a few.

Some of you may have heard about a recent experiment in Idaho in connection with the use of the toxic collar. The experiment involves putting goats in with sheep and studying their social behavior and eventually, hopefully, determining whether coyotes might have a preference for goat kids over lambs. And utilizing the toxic collar, which is designed to hit the so-called target predator if coyotes do in fact prefer goats, the toxic collar could be put on only a few goats in the herd rather than all the animals in a sheep flock. It may sound kind of far out but right now we think it's worth a try, especially since we don't have a total answer to this problem.

Presumably, the research center will conduct the continuing research into the use of 1080, which Secretary Andrus announced last week. And this brings us probably to the topic that will be of most interest here today, the Secretary's Animal Damage Control policy.

Last November by memorandum to the Assistant Secretary for Fish and Wildlife, Secretary Andrus made known a number of decisions he

had arrived at regarding the animal damage control policy. The Secretary's decisions were made following a 21-month review of the federal role in controlling predator damage. Shortly after the Secretary's policy was made known, our Director, Mr. Lynn Greenwalt, who you will speak tonight at your banquet, issued a concise memorandum to the Service personnel with his initial interpretation to the Secretary's policy. Mr. Greenwalt pointed out that the Secretary's directive would result in some important changes but he noted that all could not be achieved immediately. "Boiling down the immediate effect on our operations," Mr. Greenwalt said, "the only immediate changes required at the field level other than the elimination of denning and further research, are development of potential uses of Compound 1080." In other words, the research on that chemical was stopped under that level of interpretation. Now that was last November. Since then there has been slight modifications of both of these changes. Although denning, as a general practice has been eliminated, coyote pups still may be taken from dens when the mother has been killed and so it is likely that they would starve to death if they were left in the den alone. Now obviously this exception is made in the name of humane activity and is not designed to control a local coyote population. This was announced in April by Mr. Greenwalt.

The other exception and one which I believe you will have the greatest interest, either now or probably in the near future, was the announcement by Secretary Andrus on May that the Fish and Wildlife Service is authorized to work out an agreement for further research on Compound 1080. The cooperative agreement will be for university research into the effects of 1080 and the toxic sheep collar. Probably many of you are convinced already that the secondary poisoning effects of 1080, if any, are negligible. Many other Americans are just as convinced that compound 1080 is a dangerous chemical, unfit for field use in any setting. The Secretary obviously hopes that this continued research in Texas will be conclusive and convincing to those who now hold separate points of view on this matter.

Assistant Secretary Bob Herbst, before the House Agricultural Committee on April of this year, made some further comments about the overall intent of the Secretary's policy memorandum and I quote him: "The Secretary's decisions were designed to restructure the Animal Damage Control Program to better assist the sheep industry in reducing losses from predators in an environmentally acceptable manner. He set long-term goals such as minimizing the use of lethal controls, but recognize that these goals cannot be achieved until research develops effective alternative methods. In the meantime he will continue to employ our short-term strategy and that strategy is the continued use of present control techniques such as aerial gunning, trapping and the use of M44's or getters. These will be used in the most selective manner possible." That ends the quotes attributable to Mr. Herbst.

I think the key phrase here was that "we will continue to employ our short-term strategy." The Secretary's policy, as you know, also calls for increased field research on both lethal and non-lethal control techniques and the effectiveness of various husbandry practices in reducing livestock losses.

I am sure all of you have heard about the Secretary's November memorandum referred to as the "new" Animal Damage Control Policy, but I'd like to read a few selected phrases from another Department of Interior policy on animal damage control. "The program will be designed in a manner which will insure the maintenance of the varied native wildlife and wildlife habitats of the United States. It is an objective of the bureau to reduce animal depredation as selectively as possible and to direct control at the degrading individual on a local depredating population. This program will be selective and humane to the extent possible and will utilize research findings and advances in control technology. Only federally registered chemicals will be utilized to control programs and only by the methods of application approved." The bureau will maintain a strong and continuing research effort to find new, improved and selective and humane methods." These quotes were taken from the Animal Damage Control Policy approved on April 13, 1967 by then Secretary of Interior Udall. These concepts have been around a long time as you can see. When one considers this fact, Secretary Andrus' policy of November seems far less earth-shaking. The Secretary was simply including some of these concepts in his policy, which are intended to fulfill the Fish and Wildlife Service's responsibility to those whose private property is in some way depreciated by wild animals and also to those who resent any killing or harassment of wild animals by the Fish and Wildlife Service. His policy is intended to guide the Service in fulfilling the role established for it by law.

That concludes my remarks. If anyone is interested in any of the copies of the documents that I have referred to here, get in touch with me while we are here today and I'll see to it that they're made available to you. Thank you.

BART O'GARA: Thank you Don. Our next speaker will be the President of the National Woolgrowers Association, Marvin Cronberg. He is also the managing editor of The Woolgrower, the association's 72-year-old publication. Mr. Cronberg lives in Salt Lake City, where the national association is headquartered. He is a graduate of the University of Wyoming, and a third-generation sheep rancher from Medicine Bow, Wyoming. He's President of the Virginian Corporation, a business enterprise in Wyoming. He served previously as the Intermountain Regional Representative for the National Association of Conservation Districts. He served as the Executive Secretary of the Wyoming State Conservation Association and he is a member of several state and national organizations dealing with rural resources.

MARVIN CRONBERG: Thanks Bart. I am your talking sheepherder. Joe Helle couldn't be here today. He's shearing sheep and he's had some problems up there. Two weekends ago I was home to help my dad shear our sheep and to kind of give you an idea of how this goes, it rained the first day and we were shut off early so the shearing crew, which was a crew out of Texas, all went to town and got drunk. And then the next morning only four of them showed up for work. When

the crew boss went to get the other seven of them back on the job, five of them quit, so we ended up with only five guys shearing one day. We turned out about 500 that day. It snowed that afternoon. The herder we had in town who normally takes the sheep up from the corrals and waters them and feeds them, went to town and got drunk and stayed drunk all the next day. We had to go get the deputy sheriff to throw him in jail to dry him out. Anyway, what I am trying to point out is that it took a week to do what normally takes three days and that's the reason Joe Helle can't be here. He called me the other day and he said, "We got rained out yesterday and all those damned shearers went to town and got drunk." It sounded like listening to a record.

Of course sheep people, we don't have any credibility and my talk now is referenced and footnoted and in all the instances where I quote data or statistics you may refer to that data and you might contact my office or you can write to the author of the article if you need more details. But Secretary Andrus said recently, down in Texas, that we're narrow-minded and of course everybody knows that we exaggerate, that's been printed many times. And we also fall into some of those categories that were listed yesterday I am sure. So what I'm saying to you is that the remarks in this talk are pretty well documented. There's very little editorialization in it, and I feel quite comfortable with it. Consequently, I'm going to have to stick pretty close to it. I'm not going to be able to tell too many sheepherder stories while I'm up here.

I guess what some people might expect from a woolgrower in this situation would be that you would anticipate me to say that we favor total eradication of the coyote, that we want to eliminate the eagles, that we'd like to have poison on every section of land in the West and really we intend to overgraze every square inch of public and private land because that's generally how we have been characterized. However, that stereo typed sheep man does not exist in the National Woolgrowers Association and its members do not support any of these positions. The truth of the matter is that we resent being placed in that position or painted in the character of being environmental dispoilers. We don't think we are. What we really want is the right to protect our private property and the means to do that. Now, to get to the posture and perspective of the National Woolgrowers, I've got to go back a little bit in history and kind of bring you up to date and acquaint you with some of the frustrations that we have suffered along the way.

In 1964, the Leopold Report charged that the federal program was indiscriminate and nonselective and there was excessive predator control. The Leopold Committee criticized the leg-hold trap as being nonselective and the cause for much unnecessary loss of wildlife. However, the committee concluded that when properly applied, Compound 1080 meat baits were effective and humane in the control of coyotes and it had very little adverse effects on other wildlife. Now that's an important point because the selection of the continued use of Compound 1080 was not at the behest of the woolgrower community. It

was instead at the behest of this committee, the Leopold Committee. Then in 1971, the Cane Committee was appointed by the Secretary of Interior to conduct another review of the Animal Damage Control Program. The Cane Committee did not agree with the Leopold Committee and stated that the use of chemicals is likely to be inhumane and nonselective, and it recommended that landowners be trained in the use of the trap.

Now we have supposedly eminent groups voicing exact opposite philosophies. As you might understand, the woolgrowers were beginning to get a little bit confused. We didn't know whether to use the trap, 1080, either, both or neither. Since the publication of the Cane Report, additional documentation has largely discredited it as a scientific document.

Nevertheless, environmental groups and politicians cited the Cane Report as a basis for cancellation of predicides in 1972. A petition by environmental groups was a political instrument employed. Woolgrowers were upset at this development as you would expect, but pressure exerted by our industry led to expanded aerial hunting to compensate for the loss of chemicals.

In 1974, after USDI administrators discovered that mechanical problems were not adequate to solve all the damage problems, they requested and were granted emergency use of the M44 sodium cyanide device by the EPA. Then in 1975, the Council on Environmental Quality proclaimed the sodium cyanide toxic collar as the ideal method for the use in protection of sheep from coyotes and this led to a crash program to insure that the sodium cyanide collar would ultimately provide a solution to coyote predation on sheep. This effort resulted in consistent and uniform failures during repeated application of this chemical collar combination. Sodium cyanide was found to be ineffective in the collar and other chemicals were found to be more useful. Compound 1080 was determined as the most effective, selective and safe chemical currently known for use in the collar. An experimental use permit for 1080 was issued to USDI by the EPA in 1977. The livestock interests maintained their pressure in 1978, and a new advisory committee was set up to assist in a comprehensive review of the Animal Damage Control Program. Joe Helle sat on that committee. This led to an extensive report and eventually an Environmental Impact Statement.

But finally, several alternative approaches to the Animal Damage Control Program related to predators, and in response to the EIS, Woolgrowers were encouraged to support and comment on the various alternatives.

That's also an important point. The Secretary of Interior delayed his decision on the program until November 1979, when he issued his revised policy. The Secretary did not choose any of the alternatives in the EIS nor any of the options, but instead came up with alternative suggestions and ideas, some of which were not even contained in the EIS document.

The Andrus policy was a non-lethal, non-capture, corrective approach. It eliminated any further research on 1080 and stopped the practice of denning, as has been mentioned, but it went beyond that. It restricted aerial hunting as it states right in the policy. It was coupled with a budget freeze and manpower reduction. Yet, Mr. Andrus claimed his program would provide the same level of protection as previously.

We don't believe that. Ranchers have been trying to scare coyotes for years, centuries actually. This whole thing started back in 1630 when they established a bounty law in a colony, that later became Massachusetts. But anyway, we've used firecrackers, flags, lights, bells, transistor radios, gas canons, rifles, whistles, herders, dogs and Tabasco sauce. And I've used most of those things on our place. Well, I haven't used Tabasco sauce, I use that on my tortillas. But anyway, our position to the new policy statement was extensive among livestock interests and professional animal damage control research people. A review of the policy statement by the Western Regional Coordinating Committee for Predator Research described the lack of objectivity and professional competence in the statement and the political nature of the decision. This committee, by the way, is composed of the most eminent scientists in the animal damage control field. Let me quote you just a few of the statements from the WRCC review. "If this policy is implemented it will inevitably lead to increased predation losses. With the exception of fencing, which has limited application, non-lethal, non-capture methods currently available are ineffective or are only temporarily useful and do not solve predation problems. The directive to prohibit research on Compound 1080 while research may be continued on other toxicants that do not have secondary effects, are selective and humane, ignores several salient factors. First, no other known toxicants with an equivalent base in research can replace Compound 1080. Used in the toxic collar test of sheep it is more selective and safer than any other chemical known at present, and lacks discernible secondary hazards. The toxic collar is the most specific delivery system for individual target animals. No biological reasons support prohibiting the use of Compound 1080 until other chemical toxicants are developed and available for use."

And here's one more quote, "It would appear that the U.S. Fish and Wildlife Service staff will sustain a serious and increasing problem of morale in attempting to meet the new policy goals and directives, some of which this committee is convinced are impossible to achieve and irresponsible to demand."

The result of the new policy has been unanimous opposition among agricultural interests. In fact, all the major agricultural groups signed a statement refuting the proposed policy, including the National Woolgrowers' Association, the National Cattleman's Association, the Public Lands Council, the American Farm Bureau, the National Farmers' Union, the National Farmers' Organization, the National Grains, the National Turkey Federation, the National Animal Damage Control Association, the National Association of State Departments of Agriculture, the Navaho Nation and the National Agricultural Chemical

Association. For the first time in history, these diverse groups have been able to find a common philosophical bond. Always in the past there was a problem between the philosophies of the organizations--some would sign and some wouldn't. They all signed. The memberships of these organizations, of course, represent millions of rural Americans. Early in 1980 Senator John Tower of Texas introduced legislation in the Senate which would restore the use of toxicants to the program and require joint administration of the animal damage control effort between Interior and Agriculture. Shortly thereafter, Congressman dela Garza of Texas introduced legislation very similar to the Tower legislation. In April Congressman dela Garza held hearings on his bill and it is my understanding that the markup will begin on this legislation soon. Senator Allen Simpson from Wyoming scheduled oversight hearings on the Animal Damage Control Program that they were conducted April. In both of these hearings, the House hearing and the Senate hearing, the livestock men annunciated the same thing. The present program is not working and in order to protect their investments, a combination of control methods, including toxicants, must be included in the program. Moreover, at the oversight hearing rural interests insisted upon a transfer of the program to the USDA, away from the preservation bias of Interior and over production bias of agriculture.

Now let's look at some of the statements in connection with the oversight hearing--and these are not critical statements but they are an example of why we base our perspective the way that we do. One environmental group proclaimed that one of the major objections to toxic compounds such as 1080 is that other animals inadvertently ingest the chemical in feeding on carcass of poison-killed predators, or secondary poisoning. However, scientists questioned on this topic at that same hearing related that research to date indicates that with proper application, secondary poisoning is negligible. And one study cited from California pointed out that the danger of a species being run over by an automobile is significantly greater than secondary poisoning.

Another environmental group testified that the toxicant causes a painful and lingering death and constitutes a danger to humans. An eminent toxicologist at the hearing, from California, testified that the chemical reaction of 1080 is, in effect, euthanasia. And other cited incidences, where two humans accidentally ingested 1080 and upon recovery of consciousness, remembered only an itching sensation. Aspirin was cited as a much greater danger to humans than 1080 in predator control. Another environmental group stressed the need for more herders, but data from another source revealed that 85 percent of the sheep are already being herded. The most recurring theme was public attitude. How does the general populace react to predator control? Several groups cited a study sponsored by the Fish and Wildlife Service. The questions were appropriately leading and the responses appropriately negative towards predator control unless, of course, we single out the offending animal and take him, and I wish we could.

But the point is that public opinion votes and politics determine the future of the program. Obviously, it isn't the scientific data. The

scientific data is on the side of the sheep, the public opinion is on the side of the coyote and the frustration is on the side of the rancher. Shortly after the oversight hearings, Secretary of Interior Andrus announced a tightly restricted research effort utilizing 1080 and the toxic collar and this will be reinstituted at Texas A and M University. This, we felt like, was a very small step in the right direction.

That's where we are today. Now let's go a little bit further. Testimony at the Simpson hearing by scientists generally refute most of the allegations towards Compound 1080. The woolgrowers feel that the Leopold Report that I mentioned earlier, which calls for the use of this toxicant under control situations, was correct in its approach. There has been a great hue and cry about non-lethal means of control. The testimony at the Simpson hearing also played down the success of this oft repeated nonlethal approach. When Secretary Andrus made his announcement, he emphasized that these non-lethal methods would be phased into the program and the lethal methods would be phased out. He noted that additional research into the non-lethal area would be initiated. Fourteen years ago Stanley Cane made that same statement. Seven years ago Nathaniel Reed made that same statement. Today, it is questionable as to whether the amount of wool necessary to support a war effort could be delivered to our shores. Last year coyotes destroyed over \$100 million worth of lamb and an additional \$30 million worth of calves. If you like lamb, as I do, and you are concerned about the price in the grocery store, you may be able to realize the impact that predation has on you, not to mention the price of the wool in garments in your local department store. Two-hundred and seventy-five thousand pounds of lamb goes across the table every day in the United States. The 1978 loss of 28 million pounds of lamb represents enough meat to provide table food for 220 million Americans for an additional 32 days each year. I don't see how we can justify such a waste of resources.

The predation problem is acute. The sheep industry teeters on the brink between growth and decline. Last year sheep numbers in this country increased by two-and-one-half percent, the first increase in 20 years. But those increases came in farm flock states. The large western range states did not record numbers increases. The loss of the western range industry would be chaotic for the remainder of the producers. The availability of health supplies, handling equipment, markets, packing houses, woolen mills and buyers and other items hinges on the bulk sheep remaining in the West.

To risk the loss of this important industry, in my opinion, is foolhardy. It is obvious from scientific data now available that no wildlife species, including the coyote himself, was ever endangered by the predator control program. That statement is in a sworn affidavit made by Jack Berryman, who is now the Executive Director of the International Association of Game and Fish managers. It's not my statement, it's his. The application of control techniques actually takes place on only 11 percent of the land area in the West. There has never been a human death recorded from the use of toxicants for predator control, although there have been several from the use of

toxicants in rodent control, and a number more connected with aerial hunting. The tools that we need and we are asking for will not damage the environment nor endanger your life nor contaminate your food, air, water or soil. They will, in fact, enhance the productive capacity of our wild land. We have proposed a seven-point program which is our perspective on the future of the animal damage control effort.

1. Transfer of all ADC responsibilities to the USDA with full authority to operate ADC programs on public land.

2. Continue to research non-lethal control techniques, including the practicality, economic feasibility and effectiveness.

3. Preventive lethal control where livestock producers request assistance to stop predator damage.

4. Immediate accelerated research on Compound 1080, its use in large and small baits and in the toxic collar.

5. Control selective use of 1080 on private lands.

6. Emergency use of 1080 on public lands when losses exceed two percent, with emergency approval under the authority of the ADC Program administering agency. Thank you.

BART O'GARA: Okay, our next speaker is Jim Zumbo. Jim was born in New York state and received an Associate of Applied Sciences degree in Forestry at Paul Smith's College in New York. He received a bachelor of Science in Forestry and Wildlife from Utah State in 1964. He was Game Manager for the U.S. Military Academy at West Point for eight years and wildlife biologist for BLM in Vernal, Utah for four years. He became the full time western editor with OUTDOOR LIFE magazine in 1978. Jim.

JIM ZUMBO: Thank you. Well, here I am. We have heard two panelists. Don kind of gave a middle-of-the-road federal policy approach and Marv talked about some of the problems with coyotes so I guess I'm supposed to play the devil's advocate here and sort of be the pro-coyote guy. Well, I'm probably going to disappoint you although I'm not going to follow whatever I'm supposed to be doing on that, whatever that title talk was. I am a hunter and a trapper, besides an outdoor writer and when I'm lucky I trap four or five coyotes a year and when I'm damn lucky I kill eight or ten with predator calls, but I think we've got some problems with the present animal damage control techniques and philosophies. At least I think we do. I just wrote a piece for OUTDOOR LIFE. I just found out four days ago it was formally accepted. It's called 'Coyote - A National Shame' and I was going to bring it over here and read it but it's copyrighted so I couldn't, but at any rate some of this that I'm going to tell you is taken from that piece.

Mr. Hanson made some comments yesterday about selective coyote control and the way he said it I think he was somewhat cynical and I'd like to say that I know a lot of sheep men and I know a lot of cattlemen, both as a wildlife biologist with the BLM and as a hunter, and I'd like to say that his comments are not felt that way by all

ranchers. And I'd also like to say that I really respect ranchers. Some of my best friends are ranchers and as a segment of Americans, they are the hardest working, finest people you would ever want to meet. So that's where I'm at.

Okay, now, being a magazine editor, our lead sentence is always supposed to capture the readers attention so you read this story so I'm going to try to capture your attention with this lead. And there's kind of an amusing thing with writers. It's kind of a joke to say that you start out a story "It was a dark and stormy night," so I'm going to start this story out, "It was a dark and stormy afternoon." Here's the scenario: September, 1972 on the Bridger National Forest in Wyoming. Four government hunters drive up in pickup trucks to Poker Hollow. One of the trucks has 20 live sheep in it. The men get all set and they kick the sheep out of the truck and shoot them in the head as they hit the ground. At that point they then take large plungers and mix some 1080 up and inject the sheep with every push of the plunger putting about four ounces of 1080 in them. The next day they load these sheep on their horses and pack them into the Bridger National Forest and those sheep stay here all winter long. Lethal sheep meat. What did it prove? Why were they up there? They were up there to kill coyotes. Did they kill the problem coyotes? Did they ever kill a coyote with those sheep that might have killed other sheep that previous summer? Who knows. Their job was to flat kill coyotes and they killed some sheep while doing it.

Okay, my point is, that is a very nonselective technique in coyote control. And Marv talked about some secondary effects of 1080 and I'll get into that a little bit later but what I'm trying to say is those sheep were placed there by the United States government and I, frankly, don't see a hell of a lot of purpose behind that maneuver because I do not believe that 1080 is a selective poison and I'll tell you why later. It's common philosophy among some government trappers and some livestock people that the only good coyote is a dead coyote. I've heard it many times. How many poker halls are across the country? How many thousands and thousands of sheep have been baited and planted across the country? I don't know.

Okay. That was in September of '72. Now let's go to February, 1972. Former President Nixon layed the bombshell. He banned toxons on federal land. Sheep men went to Washington with dead lambs protesting Nixon's move. Okay. Now we'll move on to the summer of 1972, after Nixon's ban. Those four government hunters went back to the Poker Draw but this time they were in B2 helicopters. Their mission was to kill every coyote they could from helicopters to prove that aerial hunting could be used economically and effectively to kill sheep. President Nixon's ban started a stepped-up program of aerial hunting. It had been done before but now that there was no more 1080 or no more getters or whatever, they needed to find another way to control coyotes.

One of those gentlemen in the B2 helicopters was Dick Randall. Dick Randall was a very controversial figure. I think a lot of woolgrowers know who he is. The lives in Rock Springs, Wyoming and most people with the U.S. Fish and Wildlife Service know who Dick Randall is and most people do not like Dick Randall for the philosophies that he has currently taken coyote control. Randall was one of those government trappers for ten years and he quit his government career as a trapper after he had a mid-air collision with another airplane. He was shooting coyotes from a fixed wing. His pilot was killed. That was his third crack-up in an airplane so he quit. And Randall told me "One of the reasons that I'd like to see some changes in coyote policy is," he said, "because I got damn sick and tired of sitting in an airplane with that door open lading strychnine pellets out the door. Just throwing them out on public land, for whoever would eat them. Let's get on to 1975. Former President Ford authorized a new type of coyote getter which is called the M44. Now, in 1972, former President Nixon banned the old getters. How many of you here know what a getter is? Okay. Some of you do not. The old getter was propelled by a 38 cartridge. It's a pipe that sticks in the ground with the cartridge inside and there is some kind of wad on top, smeared with some kind of a meat which has got a lot of scent to it. An animal comes along, tugs on the meat, the 38 fires, propels a load of sodium cyanide crystals in his mouth, it turns into hydrocyanic acid and the animal dies. However, it was outlawed by President Nixon's ban.

Okay, in '75 President Ford said you can have getters but he puts 26 constraints on the getters and that's still legal today. If you were to set a M44 today you have got to set them so many feet from a creek and have to have signs all around them and you've have got to do...well, it's almost impossible to set an M44 these days, but they are still authorized in some circumstances. Now I'm going to get back to the getter in a minute.

So to date, 1080 is still banned and we heard some new developments that I didn't even know that Don just mentioned about some more research into 1080 and I think that's good because I would like to see more research on it. I've got some chronology here that has already been covered by both gentlemen so I won't go into that.

Okay, 1080 is probably the central theme of this whole issue and I'd like to point out something that the woolgrowers in Idaho did and you have to understand, I speak for sportsmen. We are a sportsmen's magazine so that's what we're concerned with. In 1978 the Idaho Woolgrowers Association dreamed up a plan to try to get more support for 1080 and this is what the sportsmen read, "This land is closed due to predator pollution. No trespassing. This privately owned land is closed in protest of government intervention in private enterprise. Until we are allowed to take necessary action to protect livestock, you are denied access to over two million acres of private land. Trespassers will be prosecuted. If you would like to regain your privilege to enjoy this land, please write to the Secretary of the Interior." And then it says, "Over two million acres of private land will be closed to public access September 1, 1978. Closure of this land

may limit access to millions of additional acres. Many of the hunting, fishing and recreation areas you have enjoyed in the past will be off-limits. You will be a criminal trespasser on land where you once walked free. Idaho Woolgrowers Association." In other words, the woolgrowers were using sportsmen as pawns. They wanted us to write to the Department of the Interior and tell them that we needed to have 1080 back and in all due respect Marv, I thought it was a very cheap shot.

Now back to Dick Randall. I'm going to tell you that Randall is with Defenders of Wildlife and he went from one extreme to the other. And Randall has this document which I understand he has brought up at many hearings in Washington--under oath--and I assume it's a credible document and I can't prove it is or isn't. But he analyzed some results of 1080 that he personally used when he was a government trapper. And out of 37 wildlife species, or rather 37 total animals and birds, here is a breakdown of what he found that was positively killed by his 1080 base: One dog, four coyotes, eight badgers, two bobcats, two pine martens, one mink, one weasel, six golden eagles, one red-tailed hawk, four magpies, two prairie falcons, two unidentified hawks, one sharp-shinned hawk, one Canadian jay and one red-legged hawk.

I'd like to talk a little bit about coyote biology and not very much, but just a little. There was a study done in Texas that attempted to determine the productivity of coyotes in areas where they are being intensively harvested, let's say. Okay. In one area there was intensive coyote control by all means. Coyotes were having six young per litter. In another area in Texas, another study area with absolutely no control, they were having three per litter which indicates that the more that we harvest coyotes, the more they are going to produce and we are just not simply getting at the problem. And I don't know what the answer is folks, I really don't.

I'd like to relate an incident that happened right outside of Vernal where I live, just six months ago, and again, I don't know what the answer is but I just want to bring it to your attention. We talked about the old coyote getters, the 38's that have been outlawed with President Nixon's ban. Well, I know the sheepherders didn't throw their coyote getters away. That'd be naive to think they did and they've also probably got a little bit of thymine or strychnine around, why not? Well, last November a BLM employee was walking across a beaver dam with his labrador retriever on public land and the dog grabbed something and there was a noise and the dog ran off yelping and he had tripped a getter which had just been freshly set there. Of course, the old getters being illegal, there was no signs around. The dog did not get the full charge and was very sick for a couple of days. Okay, two weeks later a scout master was in the same area (and I know this man as he lives about four blocks from me) with four boy scouts. They were rabbit hunting. They went to bed that night and the scout master had a german shepherd dog with him and the dog never ran very far from camp. About ten minutes after he went out of the tent, the dog came back running around the tent, breathing heavily and the

scout master didn't know what was wrong. And he went outside and as soon as he got out of the tent the dog fell over and died. The scout master still didn't know what was wrong and he couldn't prove what happened to the dog. It was a two-year-old, healthy german shepherd. The next day the scout master and these three boys went rabbit hunting and about a quarter-mile from camp two boys were walking together in a wash and one boy said, "What's that?" And he saw this thing sticking out of the ground and you know what I'm going to say. He bent over to pick it up and the other boy whose uncle had been a government trapper said "Don't touch that thing!" and they called the scout master and he came over to the launch stick and he dug it out and it was a M38 getter, fully loaded, ready to do whatever it had to do to anyone.

God forbid if that kid had touched that thing and it went off in his face. Now I'm not saying that anyone is responsible but these things are still being used and it is being condoned by some sheep men. That scout master was furious. He went to the BLM office in Vernal and he wanted to know what jurisdiction the BLM had over the getters and poison on the federal land. They didn't know, they really didn't. So they called their state office and they didn't know. They called the Fish and Wildlife Service and they didn't know. The state game department didn't know. So finally they found out that the EPA has jurisdiction over toxins on federal lands. Well, they called the EPA in Denver and three weeks later some guy from Grand Junction came up. He was a field investigator. It took him three weeks to come to Vernal. And he said that the EPA has no jurisdiction over the old getters because they had been canceled with President Nixon's ban. Now here is a bureaucrat who is supposed to be protecting lives and the EPA is saying they didn't know who is responsible and God knows how many are out on public land right now. Well I found out about this when I was researching this story and I called nine people in Washington, D.C. Half of them didn't know what a coyote was and I never got to anybody anyway who could tell me about the EPA's jurisdiction so I finally called the Denver office and after six calls in Denver I did talk to someone in EPA who gave me some information. He says, "That guy was wrong." We have jurisdiction over coyote getters. It was very interesting to me to know that the EPA, which is supposed to be out there protecting our public land and protecting us, doesn't know one end from the other about what's going on. I just thought I'd point that out to you. It's kind of a sad commentary in our times when we can't use the public lands without fear of poisoning our wives, our kids, our dogs, whatever. Because my wife and my kids don't know what a getter looks like, my wife was shocked. And that happened right where we go get firewood, that incident with the scout master and we do take our dogs when we go, and our kids and I am furious about it personally.

Marv said something about credibility and I would like to expound a little bit about that. I'd like to bring up one example that was told to me by Don Smith, who is the former director of the Utah Fish and Game Division of Fish and Wildlife Resources. He now lives in Vernal and he is a regional supervisor. Don says, "One time we were hunting

elk in the high country. It was about October and we were way up in a basin and here's 20 sheep and the sheep were obviously abandoned because the main herd was down on the desert." And Don continued "Well, what do you suppose that sheep man attributed those loss of 20 sheep to? Is he going to say 'heck, we lost them up there?' I don't think so. I think he is going to say it probably was a coyote loss."

As a wildlife biologist with the BLM, I have many times asked sheep men who have come in the office to fill out their damage reports, to take me out and show me these dead sheep and not once they ever would. I even volunteered to go out on my own time on weekends to see some of these sheep. And know I know a lot of them, believe me, I know that coyotes kill sheep. I've got a Fish and Wildlife Service book here and it tells about the Cook ranch in Montana where coyotes are killing 20 percent of the sheep every year, but there are still some credibility problems because of cases like that.

I'd like to wrap this up and say coyotes are basically a western problem. And I think many of us are really indignant that easterners have picked up on the coyote thing. I read the draft statement of the Fish and Wildlife Service and most of the letters in there were from people in New Jersey and Connecticut saying how great coyotes were and we should leave them alone. I think we are resentful that easterners are sticking their noses in our business. And by the way, I do consider myself a westerner, although I was born in New York. A Texan told me something here about two months ago which is kind of humorous. He said, "If coyotes lived in big cities and ate hubcaps off Mercedes and Porches there wouldn't be any more problem." Another Texan who works for the Game and Fish and Parks Division, whatever it is, told me people have nothing to do these days. He says, "They need a cause in life. If they had 15 or 20 cows to milk each morning they wouldn't need to go out looking for an involvement. That's the problem with today's society."

Finally, here is an analogy. A sheep man told me "You know, let's put it this way. We're just trying to protect ourselves. When mice get in your kitchen, you kill them because they destroy your property. No one thinks anything about mice who raid our pantries and whatever. That's the same as coyotes." And I say that's fine, I agree. Let's kill the mice in the kitchen and the house when we can, but let's not kill every mouse in the pasture. I don't know what the answers are and I wish I knew and I'm was just trying to point out some of the problems. Thank you.

BART O'GARA: Thank you Jim. Would anyone on the floor like to question anyone in the panel? Get a little discussion going? The gentleman in the back.

QUESTION: Mr. Zumbo, you were talking about aerial hunting and we don't want there to be any mixup with aerial gunning by government employees and also would you explain how Mr. Dick Randall's credibility was damaged at the recent meetings in Washington on the bobcats?

ZUMBO: Sure. As far as Dick Randall is concerned Bill, I don't agree with what Randall stood for and what he did. For those of you that weren't aware, you are probably familiar with this bobcat thing where Defenders of Wildlife were taking on the various states to impose an import ban on bobcats. And Randall went back to Washington with Defenders of Wildlife and he was very successfully out-debated by Doug Crow, who is, in my estimation, a genius with the Wyoming Game and Fish Commission. And that's not to say that the material that Randall gave me was false. I disagree with Randall. Like I said, I'm a trapper myself and I don't think that really bears on the research that he personally did when he was with the Fish and Wildlife Service. As far as aerial hunting from airplanes and comparing it with sport hunting and gunning, commercially, whatever, now you want me to expand on hunting coyotes from airplanes, both for the government and for sport hunting, right?

QUESTION: No, you said that they went out in B2 choppers, that they were aerial hunting.

ZUMBO: Oh no, they were after coyotes. They were trying to prove that they could successfully kill coyotes. They were working for the government, the Fish and Wildlife Service. But that brings up a point, you wanted me to tell about. Bill Brown and I are good friends. You might not know it from this meeting, but I shoot coyotes. You can write to the Department of Agriculture in Wyoming, a state agency, and tell them you'd like to hunt coyotes from an airplane and they say fine. Send us your pilot's license number and we'll send you a free application and you can go out and shoot coyotes in Wyoming. The only other thing that you need to do is get permission from the County Predator Board which is 100 percent no problem. In fact, even the BLM and the Forest Service, the way I understand it, don't have any control over where you can hunt coyotes on public land from an airplane. And I don't think that any damn animal should be hunted from an airplane. Now with the exception of some problem cases. I was on a Game and Fish Commission once to hunt coyotes from airplanes over winter game areas. We were having a very heavy predation problem with coyotes on antelope fawns. Okay, that's an exception. That's something else, but to go out as a sport hunter and shoot a coyote from an airplane, I don't go for it. And I think, as a sportsman again, that's the kind of thing that's going to do us in as hunters because that's the first thing that the anti-hunter is going to home in on. Look what those jerks out there are doing. They're flying from airplanes and shooting animals.

QUESTION: Isn't this true that with the 1080 controversy it could perhaps be a lot of the reason that the easterners, Friends of Animals, what-have-you, are involved as much as they are?

ZUMBO: Absolutely. I'm sure it certainly is 1080. I'd like to see the toxic collar. I'd like to see 1080 used in toxic collars for example and I think we need to explore these things. I'd like to see more research on 1080. Easterners are really watching us folks, they really are.

QUESTION: Jim, one thing I would like to bring up is on this M44. I think if you'd check into the present M44, you'll find out that none of them are loaded with a 38 cartridge. They've been outlawed for a long time and you left the impression that they are very dangerous. I myself have set them out. If you pick one up in your hand and it goes off it will not break the skin in your hand. It could not hurt your child if he picked up. If he did and it went in his mouth, yes. It will kill your dog, I'll very much agree with that. And it will kill a fox. But as far as being dangerous to the public, the full one, they are of no danger whatsoever. And you left the impression that they could blow your head off if you touch one and that is very incorrect. Now the one that you saw down there could have been set illegally by somebody.

ZUMBO: It was set illegally. They're all old getters and are illegal.

QUESTION: But don't condemn the entire program because of something that is illegally done. /

ZUMBO: All I'm saying is these things are out there where my wife and kids and dogs play, and M44's are not propelled with as much force as the old coyote getters, they're spring loaded, your right. But there's still sodium cyanide crystals in them and those things are not discriminatory.

QUESTION: No, but they're in a capsule.

ZUMBO: They're in a capsule and anything that touches them makes it go off and it kills them. It might not break the skin like the the 38 can, I agree, but they're still out there.

QUESTION: I've had a hundred of those damned time cyanide guns go off in my hands and I'm still here, so they're not nearly as dangerous as...

ZUMBO: Well, there was a guy in Texas, a surveyor, who had one go off in his hand and he's dead now. That's documented. I don't want any going off in my hand, I'll tell you that, not with cyanide being used.

QUESTION: Do you think that the sport hunter and aerial gunning is a very good alternative to the use of these?

ZUMBO: No. Not at all. I don't know what the answer is. I'm not up here to draw a conclusion. Coyotes are too smart. You know, they get a college education when you shoot at them and miss them.

No, sportsmen are not an alternative. I think trapping is a great way to go. I'm a trapper and I just can't see the United States government spending my money to go out there and kill coyotes and I'm not so damn sure that they're killing. As far as economics is concerned, we talked about that yesterday. Sport hunting is not an alternative. It would be stupid to say it was because there's not enough sport hunters that can go out there and kill every coyote that comes in sight so they just wise them up. I don't answer your question do I? I don't know what the answer is.

O'GARA: I've got to say a word or two before I ask for another question. Jim, you were talking about sport hunters taking coyotes from planes. There's an awful lot of aerial hunting here in Montana but it's not sport hunting. It's business. A rancher has a helicopter and he'll go out and pick up four or five, six, seven hundred coyotes in a winter. At \$100 a pelt, that's not sport. It's business. There's very few people doing it for sport. A guy might enjoy it while he's doing it but it's the dollars that's promoting the aerial hunting here. I wanted to say one thing on this fellow Randall you were talking about and how he knew what he had killed with 1080. This was years ago. I'd love to know how he knew what he killed with 1080. You give an animal a lethal dose and he'll probably be 24 hours dying. To give an eagle a lethal dose, you have to really load him down. I've fed eagles 1080 for two weeks and I haven't been able to kill them. They'd go an awful long ways.

ZUMBO: I'd document that if you'd like to know.

O'GARA: I'd like to know how it's documented.

ZUMBO: I'll read it off right here if you'd like.

O'GARA: The process that they've just started using is pretty accurate but you have to have the whole stomach of the animal for that and by the old process we tried quite a bit to document what was 1080 poisoning and what wasn't. I've just been through a deal on that. They're poisoning Columbian ground squirrels with 1080 or they did last year, in western Montana, and we were picking up a lot of animals and we couldn't, with the best laboratory facilities, prove whether those were or weren't so I'm just wondering how Randall proved that.

QUESTION: Mr. Cronberg, I'd like to address my feelings, as a trapper, to you. I'm a member of the Montana Trappers Association and I speak not for them but for myself. I've been intensively trapping during winters for two years, but I haven't been able to obtain permission from landowners, particularly for coyotes, to trap. Perhaps it a duel problem but a lot of the fellows are employing government trappers and they have their friends and families and I recognize your right to restrict trapping on private property. I

respect that right or I wouldn't be knocking on doors. But it's difficult for me to be sympathetic as a sportsman and a semi-professional trapper, to your problems when the dollar value in the coyote supersedes that. There's no way we can work together that seems to help each other out and I think that is what's happening. Could you respond to that?

CRONBERG: I'm not sure I understand the last part of your question. The first part of it, however, relative to who shall or shall not be allowed to trap on lands, I speak for the ranchers that I work with closely. They feel basically, that an inept person out there can cause a lot more problems than somebody who knows what they're doing and we don't know whether you know what you're doing or not. But if you go out there and take a couple toes off a coyote or shoot them up and don't get them, that's one you don't get next time. Now we did discuss a possible program whereby we would receive some sort of a certification process that would, in other words, attest that you were competent in this area and we would distribute these names around to our ranchers who are having problems and they in turn would contact you and allow you then to trap on their land. Now because of the fact that the hearings got in the way we never really got this problem off the ground. We are interested in help from people who know what they're going. But we don't want a lot of people out there running around scaring the coyotes.

"The stockmen understand the problems but in the past some of them have been pretty insensitive to the public's liking for predators and have done some things that have outraged the public against the predator control."



O'GARA: Further questions for anyone? I guess our time is getting rather short. I'm just going to sum up a couple of thoughts I had listening to people here. I kind of wish maybe we'd talk about predator management instead of predator control. Management is flexible--it could mean complete protection in one time and place and it could range to very heavy control in another time and place. I think

that's a step that we probably should take in going from talking about predator control to predator management. There are people that object to managing predators and it's hard for me to understand. Many of the same people say it's fine to hunt deer but you shouldn't be out doing something with coyotes which have three times as high a reproductive capacity as the deer do. This kind of boggles my mind. I would like to just say a little bit about research we've done through the unit and some of the things that I've learned about predation in recent years that I wouldn't have possibly believed 20 years ago. And one of those is that controlling the individual coyote, the animal that's doing damage, is damn near impossible. Everybody subscribes to it. It sounds great and I really like the idea but I wish I knew how to do it.

This 1080 collar probably has the best potential for that of anything that has come out yet. A few years ago we were doing some research on a ranch where I was paying for the lamb so that he wouldn't do any control and we could let predators do their thing and document some things. And my budget was going pretty bad. I budgeted \$30,000 to pay for lambs the first year and I ended up spending \$38,000. I pulled some money out of everything. So I budgeted \$50,000 the next year and about two months into the season I was almost out of money so I figured I'd do some selective control--look at efficiencies of control and so forth, I'll turn this research around and maybe save my budget. I learned things about selective control. It doesn't work, you can't do it. We used everything in the books. We'd go out there where we were losing three or four lambs a night in a pasture and we'd hit it at sun-up in the morning with a chopper and kill six or eight coyotes and the next day we'd have the same number of lambs killed. And we'd go out there after a rain, after we'd run with the chopper and we'd find where coyotes had gone out under the fences and so forth. I decided selective control just isn't selective. I suppose a chopper is as selective as you can get without the poison collar.

The other thing I learned is that I don't think anybody in his right mind should try to predict what's going to happen with predators. We had situations in which two ranchers, five miles apart, were managing their sheep exactly the same way and one of them was just getting slaughtered. He was losing 20 and 30 percent of his lambs a year and the guy down the way was watching the coyotes out there catching mice in the sheep pasture and having no problems at all. We were looking for a place to use Komondorik dogs to see how they would do in alleviating predation. And incidentally, the Komondorik dog was the only thing that was ever used on the Cook Ranch that stopped predation. They worked great until they started killing sheep. Anyway, there was a small ranch with just a couple hundred of sheep and these were trained sheep. They came in every night and they shut them up in the barn. All the sheep that didn't do that got killed so they had a pretty selected herd of sheep and the guy was keeping them mostly for leafy spurge control. It was more of a nuisance than anything else but they had them there. One year he got almost 50 percent of his lambs taken in about a three week period. I have never seen coyotes hit anything so hard in my life. And the government

trapper was out there with the helicopter every day and so forth and wasn't accomplishing anything. So he sold all his lambs and brought his ewes into the corral. So, I figured here's the place to work with Komondor dogs next year. So I went to him and said "Hey look, we'll pay for your lambs next year, don't kill a coyote. Leave everything alone and as soon as you get some kills we'll send some people out and document the levels and then we'll come in with some dogs and see if we can stop it." The next year he never lost a lamb. And I went out there and watched the darned coyotes run around in the sheep pastures and so forth. So I think this has led to a lot of the misunderstanding between stockmen and environmentalists. I've heard more people from the Defenders or some other organization say, "Hey, here's a rancher over here doing such and such with his sheep. He isn't having any problem. Those people that are getting a bunch of sheep killed don't know how to handle their livestock. That's the big problem and if you don't think that will make a rancher mad that knows he's handling them just like the guy is down there that isn't having any problems, try it sometime.

When 1080 was used in the West I have no doubt that there were abuses. It was set up on a very strict basis and no bait was supposed to go out before hunting season was over in the fall, and after freezeup and hibernating animals were in. There was not supposed to be more than one bait to a township. Everything was to be brought in and burnt before spring breakup. If that had been followed all the way, there should have been no problems. Now there were problems, there's no doubt about it. I'd like to say this, I believe, and I can't prove it, but a lot of things that were done with strychnine stopped over on to 1080. It got blamed for lots of poison and lots of deaths that were done with strychnine, which the rancher or anybody else could buy over the counter and lace a carcass with and throw it out there and so forth. And a lot of things people knew about 1080 caused problems. Jim says 1080 is not selective, and well, I won't agree with you Jim. It's selective but it's very toxic and you can kill things like eagles and so forth, but you've got to really load them down. So it's fairly selective for canines where something like the strychnine was not as it was easy to kill raptors with strychnine. I've had dozens of raptors brought into the unit by people wanting to know what killed them and about the only things I've ever got out in poisons was DDT residues and strychnine. I've never got anything on 1080 out. Of course, 1080 is very hard to identify so I may have missed some of those.

I'd like to say one other thing on this thing. Like Jim was talking about the getters, set around a dam or something in an illegal situation. This is probably more apt to happen if you don't have an effective, good predator control program than if you do. If the rancher isn't getting any help out there he's going to help himself and a lot of times it's going to be lot worse than something else.

I'm going to tell one quick little story here of something that happened to me. Are there any Texans here? Good. It's just as well. I got called down to Texas a couple of years ago to look at a bunch of

lambs and kids that the ranchers had picked up. Operation Dead Lamb they called it. They were going to see how many were actually eagle killed. Well, I wasn't very satisfied with the situation because I can tell you nine times out of ten on lambs up here in Montana whether they're an eagle kill or something else because the lambs are not taken until they are big enough. This happens when they're getting out away from the ewes and kind of running around and an eagle only eats about half of them and I've got wombs and hemorrhages and so forth left to look at. But I got down there and those doggone little goat kids only weighed about four pounds to start with and the nannies stash them like antelope do and leave them. And, the eagles took them when they were really small so they'd clean them up so much that all I had was a bunch of skins punched full of holes and all I could say was eagles ate them. That was about half of the material that came in. There were some eagles kills but there were a lot of other things brought in. Anyway, at the end of this session some newspaper people came in and they were asking questions. Well, at the end of the session the last lamb came over the table to me. It was a real small one. It wasn't eaten but it was an obvious eagle kill right off the bat. There were no if's, and's or but's. So I said, well, kind of a strange eagle kill, no feeding, something must have chased it off and the ewe must have bee there to protect it in the first place. So everybody liked that. It turned out that it was the one they had staked out for a newspaper to photograph an eagle killing and they were kind of checking if this bureaucrat knew what he was talking about.

So the newspaper man was asking me where all these eagles came from that they were having trouble with in Texas. And I said, "Well, we don't know a lot about eagles, it's hard to get band returns on them. If somebody kills an eagle he's not too apt to come running in with the band like he does on a Canada goose or something, you know. We think that they're a little bit like the geese, the birds nesting in the central states don't go very far, the ones nesting farther north come farther south, so you're probably looking at northwest territory, Yukon, southern Alaska birds here in Texas." So there was an old rancher kind of taking this all in and after the newspaper people left and all kind of drifted away he came up and he said "Hey, you want some bands?" And I said, "Yes, it's really hard to get eagle bands back. I'd like to get all we can." He says, "Well, I've got about a gallon of them I could bring in." Am I telling things I shouldn't? Anyway, the president of the Texas Sheep and Goat Raisers was there and he says, "Hey now, better not. Somebody brought a band in and threw it on my desk a couple of years ago and says what are we supposed to do with these?" So he said, "I left it lay there and I looked at it a couple of days and finally I put it in an envelope and shipped it to Maryland saying that it was brought in anonymously from Brown County or something like that."

And he said in two days he had the enforcement agents in there grilling him where in the heck did that come from. It was from a juvenile bald eagle that had been banded in Minnesota that year. But they kind of put the fear in this fellow and he said we better not be sending in any more bands. The next day a Texas rancher said "You

want to go out and see my spread?" And I said, "Sure, I hadn't been on the ground in Texas much and I'd like to go out and see the place. So, this was in the spring and there was some old turkey gobblers out there strutting and I said, "Gee, I sure love to hunt turkeys. Those old big gobblers really turn me on." He said, "Oh, well stop by the ranch house and get a shotgun there are lots of turkeys on the ranch." I said "Heck, I don't have a Texas license and I don't even know if the season is open." He said, "Well gosh, I don't know if the season is open either." But he said, "You know, we used to kind of obey laws down there then he says they established the golden eagle and the bald eagle act and we couldn't have people on the ranches anymore." So he says, "We've got it all locked up. There's nobody else out here but us ranchers so we don't pay much attention. We run our own now." He had a full time predator control man hired himself so I talked to them and so forth, and those guys are killing lots of raptors. Anything with a wing spread gets clobbered and we're not doing the eagles a bit of good by this restrictive regulation.

If we were helping the rancher that really had a problem, we'd be saving a lot of raptors and especially a lot of bald eagles in a situation like that. So we can over regulate and all the Defenders and Audubonies and everybody else on the east coast can say, "Pass the laws, sock it to'em." But out there on the land is where things are happening and those people back East don't have much to do with it. Now maybe I shouldn't be saying this. Maybe this bad for the sheepman, but by golly, a fellow isn't going to stay out there and get eaten up if there's something he can do about it. And there's something a lot of them can do about it.





"There is no escaping the fact that however happy and content you may be to recognize that you live in Montana...you can never escape the consequences of what's happening elsewhere in the world. I worry about that a good deal."

How Come You Do Me Like You Do?

LYNN GREENWALT: It's indeed a pleasure for me to be here and I have come some distance with the certain understanding that it would be a pleasant occasion when I got here. I have not been disappointed thus far. I have done something that I always do. I started my tape recorder. We people from Washington know something about tape recorders, some of us who have been around for some time. And some of us who have learned how to use them are even given the chance to check one out and take it away with him if he wishes, and so immortalize these words. I'm very careful about what I immortalize. But I reserve the prerogative to record my own words and I do this for a number of reasons. When my staff, my advisors--we all have advisors, I'm sure you recognize that, if you have children or spouses, all of us in government have advisors. Everyone has an advisor and I use my advisors to great advantage. They let me go to give speeches like this but there is talk around the corridor before I leave. "He's leaving Washington. What's he going to do when he gets out there?" And so I record what I'm going to do. When I go back to Washington, somebody will say to me, "How did it go?" And I'll say, "Listen to the tape and you'll find out how it went--almost how it went."

I am particularly pleased to be able to come and talk to you. I don't deliver speeches because I'm not very good at delivering speeches. I enjoy talking to people and sharing my thoughts with them. And if I were, I suspect, this evening asked to give some title to what I might talk to you about I would give it the title, "How Come You Do Me Like You Do?"

And that's a question that is really very catchy. Somebody ought to write a song about it I think. It's a question that's universally applicable. You can ask it of anybody. I frequently pose that question, for example, to my dentist. Not when he begins to inject me but when he

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presents the bill. How come you do me like you do? You can ask it of anyone. It has all kinds of implications. It's good for any occasion. It is a question for all seasons. I think it may have some relevance to the kinds of things that you talked about during the last couple of days. I understand that you were given the opportunity, and I think I can say in all honesty, that it was a rare privilege to hear from Frank Gregg, from The Bureau of Land Management. He's an extraordinary person who is one of those luckless individuals: a bureaucrat who lives in Washington, whose opportunity in fact, to win one occasionally is almost nonexistent. He has one of those jobs for which there is no measure of success. And yet he, like so many others who inhabit that center of the universe on the Potomac, does it with great cheer, extraordinary competence and as I think you may of learned from hearing from him today, great conviction. He's an extraordinary individual and I am privileged to be a fellow director and a friend of his. I think he sometimes asks people, "How come you do me like you do?"

You've talked about a number of things. You've talked about the Sagebrush Rebellion, a major issue. You've talked about somewhat lesser things, animal damage control. You've talked about steel shot and you've talked about the future of hunting and you've talked about matters that are important to you, people who live some distance away from the center of the universe--that place in Washington where it appears that the attention of the world is constantly focused, where it seems that people are preoccupied with doing things for us and to us. Washington, unfortunately, is something akin to the center of the world. And I think there's no denying it. It is a place where momentous decisions are made. Where extraordinary responsibilities are borne more or less well. How is it that a thing that can happen in Iran seven or eight months ago become the epicenter of activity in Washington where there is concern about an economy that is made of at once of recession and inflation? It's an extraordinary combination that seems to defy economic analysis. It's a place where in fact, perhaps the attention of the world is focused, if not the proper expression of the reality that would make it in fact the center of the world, because it is not really the pivot of the universe. I come away from it frequently because I enjoy coming out to places like Montana and stopping in Salt Lake City and reading the newspaper. And stopping in St. Louis and reading two newspapers and if I get the chance, I'll read the newspaper from Butte, Montana because it reflects a reality that does not enjoy absolute accuracy and completely unbiased representation in Washington.

But I think it's fair to point out that some of these things can be categorized under answers to the questions of "How come you do me like you do?" Those answers may be found in Washington and I'd like to share some thoughts about what that may be and what those things may mean to you in Montana and the intermountain West, a place where it's quiet and relatively peaceful and clean and attractive--at least for now.

There's an interesting thing that has occurred in the last couple of decades which I think is at least a partial explanation for a couple of the phenomena that you have identified in your sessions, one of them being the Sagebrush Rebellion. Times have changed in the United States. Most

of the people who live in this country do not live in places like Butte, Montana or Helena or Bismark, North Dakota or Salt Lake City. They live in large metropolitan areas and they have very little real relationship with the things about which you are concerned. They also enjoy an interesting relationship with the rest of the world in the sense that there is one thing called "one man-one vote."

And it's where the people are that the clout lies. A thing that you should never forget. For that reason it is possible for the megalopolis that stretches from south of Washington, D.C. clear through Boston, for example, to have inordinate impact on what goes on in Montana or Idaho or even California, because most of the people in this country live there and they carry a great deal of weight in their decisions and their influence. It doesn't mean they're right necessarily, but they are powerful. They examine the world west of the Potomac and see that it is made up of things in which they have an interest. They may not understand it well, but they have an interest in it. They see that there are public lands, great wide-open frontier-like public lands that they see belong to everybody. And in recent years, as you know as well as I do, they've begun to say things about how they feel those pulic lands ought to be used. This, coupled with the impacts of all the other things those millions of people want, begins to bear upon your life, the complexity of your life.

We are regulated to within an inch of our lives. And most of you have no idea how regulated we are. There are regulations that relate to health and safety. There are regulations that relate to the nature and content and interest-bearing potential of your bank account. There are regulations that govern the way your automobile is built, and the way it should be maintained.

There are regulations for everything. Only a few are environmental, but there are regulations everywhere. And they stem from the fact that a lot of people seem to want the government to determine what their lives shall be like--very interesting thing about regulation and the influence of regulation. Did you ever contemplate turning one off? Did you ever contemplate doing away with the regulation? A lot of people have. There's a man in Washington who has made an extraordinary career for himself, a real reputation at least, as being a man who has deregulated something. He deregulated airline transport and he's notorious--noted at least--for his efforts to influence and control the economy. He's an economic advisor of the President, and he, with diligent effort, managed to deregulate two or things related to the airline industry. Others have tried to deregulate things and found it nearly impossible to do so because ours is a nation of people who are made up of special interest groups, who are delighted to have the regulation that affects somebody else taken off the books, but they do not want the regulation that protects their interests toyed with.

It's somewhat like the idea that a sanitary landfill is well accepted as an inevitable consequence of the way we live and our technology and sanitary landfills are something we have to live with, but don't ask me to live with it near where I live. Put your sanitary landfill someplace else. Take the regulation off something else but do not deregulate that with

which I am interested. Do not change that part of the government which influences my life in some fashion that I think is beneficial to me. And as a result, nobody wants to change anything.

Examine if you will, the agony of the current federal budget which is of such astronomical proportions I cannot even envision it: slightly more than \$600 billion. It is said that it would be balanced this year. I have no idea how because nobody will change anything. Read the newspaper. The President sends forth a budget in which he suggests certain changes in the federal financing of things that affect our lives and everybody is willing to change any part of that budget except the one that I am interested in; and since each of us, somewhere along the way, is interested in every part of that budget, it does not get changed. There is little likelihood that there will be a manifest change in any part of the government as we experience it today because people will not let it happen. It was my challenge some years ago shortly after I became director to try to close some fish hatcheries. I learned about politics from that. I am a biologist who somewhere went wrong and became a bureaucrat and administrator and in recent years, in order to survive, I have learned a little about politics. I discovered that it's much easier to talk about closing a fish hatchery than it is to do it. I got acquainted with a number of senators and congressmen. They explained to me, in no uncertain terms, why I would not close any fish hatcheries. It's akin to closing a post office, a thing you do not do. Post offices are dear to congressmen and senators because they are a tangible evidence of the presence of these individuals. You can't change any of that so we quit trying some time ago.

Unfortunately, this seems to apply to almost every facet of government. We can't really change anything. In my judgement, much of the Sagebrush Rebellion stems from the fact that many people who live on the land and from the land and who recall what it's like to live from the land and on the land, become resentful of the fact that there are a whole lot of people in the megalopoli of this country who don't understand that and are imposing their will on their land where you live. It's really very simple to describe. I defy anyone to come up with an easy solution to the question. I think it's important that you recognize that the problem exists and perhaps, in some ways, why it exists because I can tell you with absolute assurance, it is only the beginning.

Times are changing. The things that drive this government, whether it relates to economy or the environment are changing markedly. People have a vastly different perception about what the world is really like. And they act upon that perception through their congress, through their lobbyists, through whatever kind of influence they may have. It doesn't mean they're right. It means only that they have great influence. That's a challenge for many of us in the environmental business because it is entirely possible--more than possible in my judgement--that the preponderance of people who live in this country may have an erroneous idea about what's right for the environment and so using their power, perhaps lead us in the wrong direction. And for that reason it becomes extraordinarily important to make sure that people properly understand what some of my people refer to as the straight-skinny about the real world.

It is inevitable that we will mine vast quantities of coal from the upper midwest in the intermountain states. Some people don't like that idea because it is somehow inconsistent with their feelings about what ought to happen to this part of the world. There will be, and again it's inevitable, a general shift in certain elements of the populations. The West is popular with retired people. You all know that. The sunbelt is being inhabited by people who are retired, elderly and retired people, people who want to come away from the megalopolis and live a different lifestyle. You know that energy which is centered in the West is not consumed in the West and must be taken some other place.

On top of that lies this curious understanding that people have about the environment and the creatures that live in the environment. The extraordinary commitment they have in a well-meaning, powerful, understandable, sometimes frightening way. People with whom I deal every day--and you're beginning to deal less frequently perhaps--who believe that animal populations are a thing they can't quite understand but they can understand the individual animal and become concerned about the well-being of the individual, without understanding that the individual is a part of a population.

Almost all of the animal welfare and the humane groups have their philosophies based on the idea that the well-being, the fate to the individual animal is paramount to them and cannot comprehend the larger issue of populations of animals. There are a great many people in the United States who dislike hunting. Unfortunately, there are a great many more people in the United States who do not understand it and therefore are not committed either way. They are not anti-hunters, they just don't understand it and so are not committed and are vulnerable to being persuaded to be committed one way or another. You had a discussion I understand in the last day or two about the future of hunting. I have a great concern about the future of hunting for the reason I just described. A great many people in this country have no opinion whatsoever about hunting and are very vulnerable to influence other people have, for whatever reason, very fixed opinions about hunting. Couple that with the idea of one-man, one-vote, the extraordinary power of lobbying organizations, the extraordinary power of the media when it's used for these purposes, and we might one day assemble at a meeting like this to talk about what was instead of what is.

I am concerned about a variety of other things, but I think the principal concern wrapped up in one, is the real issue of what it is we shall do to bring some focus in the nation the problems of the environment and the out-of-doors, recognizing that ironically and frustratingly, no matter what the philosophy of the individual may be--anti-hunting, pro-hunting, no opinion, whatever the philosophy about management or preservation or exploitation may be--most people, almost all people, have the same objective in mind. They want a quality of life. They want an environmental quality, a world peopled with wild animals as well as the human animal and they want that to be perpetuated into the future. They just disagree on how we get there. They disagree about how we get to that point.

One of my great frustrations and one of the reasons why I sometimes look so very much older than people give me credit for being, is that I cannot persuade everybody that our objective is universal. Everybody argues about how you get there. We will get there by never killing another coyote so long as you shall live. Or we'll get there by eradicating coyotes or something in between, but we never quite comprehend that we're all after the same thing.

I worry about that a little bit, not only because of fish and wildlife values or environmental values. I have a great concern-- and I have developed this only after having been in Washington--that has something to do with water in Washington. I have this infection that troubles me, that somehow maybe not enough of us are concerned about things in their logical consequence. We are more concerned about what happens tomorrow or a week from Wednesday than we are about what happens over a longer term. And when we have that attitude we are able to permit the most bizarre kinds of things to happen.

An interesting point...an item in the Washington paper the other day has an analogy to the sanitary landfill example I set for you. Washington has a lot of people in it and they produce a great deal of sewage which in turn produces a great deal of sludge, which is a little tough to get rid of. And there have been all kinds of schemes advanced to get rid of the sewage sludge from the four million people who live in the Washington metropolitan area. The most recent one of which was to ship it to Haiti. Laugh if you wish, it was an honest and straightforward suggestion that we ship sewage sludge to the Island of Haiti. The people in Haiti are in dire straights. I'm not sure the best interest of the United States is served by giving them sewage sludge, but there was a preoccupation about our problems which we were willing to hand to somebody else in the form of sewage sludge. It's most unfortunate that we pick on one of the least developed neighbors in this hemisphere. I don't think it's going to happen but it was suggested. And it's that kind of possibility that raises interesting images in my mind, very discouraging ones sometimes. How come you do me like you do? Maybe that's what the Haitians, who have long said it to their rulers, might say to us. How come you do us like you do?

Another question that I think is worth posing because the answers are a little overwhelming, at least to me, relates again to the larger issue which is of less moment to Butte, Montana than it may be to other parts of the world now, are the kinds of things that none of us who are in our business with our interests ever can lose sight of--and the recitation of these things is old-hat to many of you. You know about acid rain and its impacts in the East. Acid rain is a rather remarkable phenomenon. It kills fish, as you know. It is alleged that it came to the attention to easterners not through the killing of fish but because it eroded the fig leaves off the statues in Philadelphia and people were offended at the result and it was only then that they began to discover that this stuff coming out of the sky was somehow powerful. Acid rain is a cosmopolitan phenomenon. We give it to the Canadians and they give it to us and we argue about who gives most of it to whom and then both of us give it to northern Europe. And, it spreads to the West as the wind cycles change

and since there are no fig leaves on any statues in Los Angeles for example, it will never be a problem there. But it may effect fish populations somewhere in the vicinity. Acid rain... remarkably democratic...a phenomenon that can affect everybody, and probably will, especially as we make the conscious decision to move our energy base from oil to coal. It's very simple. They go together. What to do about it is quite another matter.

The disposition of toxic wastes purposefully and accidentally is an extraordinary problem for us, for you and for me--whether you realize it or not. Some of you have read about Love Canal, which is an eastern problem. Some of you have read about the PCB's that are concentrated in storage tanks on the east coast. Some of you know about the presence of of strange toxicants in the drinking water, it's almost universal. You know about all kinds of things of this sort because it's in the press everyday. Think also about some secondary sorts of things. How many times have you read in the last month or so about the train that derailed someplace and put a tank car full of chlorine off the tracks and everybody had to leave town? I read somewhere the other day that--and I think with some authority--there are over 5,000 derailments of that kind in the United States every year. The disposition of toxic materials about which we know virtually nothing is rampant. I have environmental contaminate evaluators who know their onions, who can make me wonder why I ever bothered not to be an embalmer as my mother devoutly wished I be, because it seems we can never get ahead of this.

You are aware, I am sure, of the immense rate at which deforestation is taking place in Central and South America. The purpose of which is to produce box paper, craft paper for cardboard boxes. I'm not sure the tradeoff is a very worthy one because when those forests are gone they are unlikely every to be replaced. The advance of deforestation is alarming in Africa and elsewhere, including our own country. These things are phenomena that can be attributed in large measure to man and his activities. They will affect Butte, Montana and Helena and all the rest one day, directly or indirectly.

There is no escaping the fact that however happy and content you may be to recognize that you live in Montana--perhaps the last place that there may be some kind of social upheaval based on the control of steel traps or some other such mundane thing--you can never escape the consequences of what's happening elsewhere in the world. I worry about that a good deal.

Many of you who hear me speak hear the same story over and over again because I feel compelled to tell it everytime I have a captive audience for 30 minutes. I feel it's important. We cannot escape what goes on in the rest of the world. The consequence of what we do accrues to all of us. You need look only at acid rain or at the example... some weeks ago I was given at a briefing on the Clean Air Act, which included in its presentation a photograph from Sky Lab. From that there was no visible evidence of human habitation on earth but for a plume of smoke from a large fossil fuele power plant in the Four Corners area of the desert southwest. The plume of smoke was clearly evident from a distance

of something like 900 kilometers in space. The only evident sign of human habitation. Oh, we're very democratic, again, with the plumes of smoke. They go everywhere, everybody gets some.

There's another kind of plume that we have not been reading about until quite recently that is a classic example of how man can affect his neighbor whether he wants to or not. Many of you have heard me talk about it because it's a fantastic example of what we can do to one another. You're all familiar with the oil spill, the runaway oil well in Mexico. An oil well which only recently was capped, and that plume of oil circled about the Gulf of Mexico for two seasons now. Nobody knows where it all is at this moment. It's out there somewhere. It will not go away in spite of what people would like to believe. It got there simply because man dug a hole in the ocean floor and let the consequence get away from him. I think it's important that we understand what man can do in these circumstances. For people who are like you and me--a small group in a part of Montana that's beautiful, pristine virtually, for all practical purposes is pristine--where the trout season will open tomorrow, where real values lie. There's a good reason to be worried about these things because my business is not to produce ducks for the duck hunter entirely. It is not entirely to save endangered species. It is not entirely to fund the state fish and game programs. It is not just the things that the federal government does through the Fish and Wildlife Service, but I feel a great commitment to the idea that all of us have an obligation to the future. It's as simple as that.

We must maintain somehow, by some means, the opportunity for future generations to make the same mistakes that we can make today. A very important idea in my judgement. Give future generations the opportunity to make the same mistakes that we can make today. If they have that opportunity, then we will have given them at least as much as we have today. Then perhaps no one from a future generation can look and say, "How come you did what you did to me?"

I think it is a fairly noble calling, a fairly important aspiration for any of us. The consequences are unacceptable. I suggest then that maybe the idea of the question, "How come you do me like you do?" is one that it would bear having a proclamation about so that maybe each one of us sometime during one day in each year, would stand up before the mirror and ask himself "How come you do me like you do?"

Ladies and gentlemen, I have enjoyed the evening thoroughly. Thank you very, very much.



ACT OFFICERS

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Resources Commission
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Association for Conservation Information

September 8, 1980

Ann Miller
Department of Fish,
Wildlife and Parks
1420 East Sixth
Helena, MT 59601

Dear Ann:

It gives me a great deal of pleasure to personally express to you our thanks and congratulations for such an outstanding job in putting together the 1980 Intermountain Outdoor Symposium in Butte, Montana.

Your outstanding efforts in bringing together the expertise of communicators and decision makers in the natural resources field, made this years meeting one of the best meetings of its type ever held in the western United States.

When the subject matter is such an awesome challenge as "Energy and the West," it indeed staggers the imagination with the problems we all face now and in the immediate future.

Your efforts in bringing about the beginnings of understanding will go a long way toward the resolution of those problems which must be solved.

The Association for Conservation Information is indeed proud that one of its own was able to contribute to such a meaningful symposium on what has to be the toughest and most challenging subject of our time.

Again, our congratulations for a job well done.

Sincerely,


Arch Andrews,
President

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